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An analysis of selected initial Phase III plans developed from Iowa's Educational Excellence Program H.F. 499

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AN ANALYSIS OF SELECTED INITIAL PHASE III PLANS DEVELOPED FROM IOWA'S EDUCATIONAL EXCELLENCE PROGRAM H.F. 499

A Dissertation

Submitted

In Partial Fulfillment

of the Requirements for the Degree

Doctor of Education

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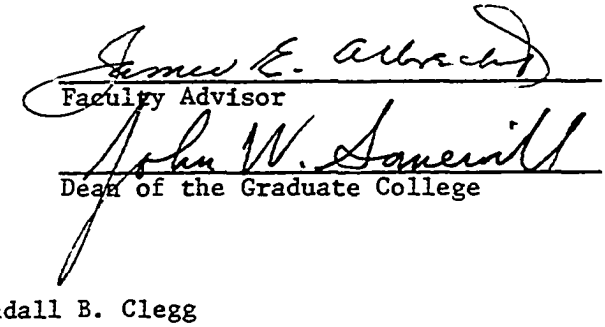

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ABSTRACT

Phase III of Iowa's Educational Excellence Program has provided Iowa school districts with the unique opportunity to improve and enhance the quality and effectiveness of Iowa teachers through the development of performance-based and supplemental pay plans. With 50 million dollars in state funding Iowa school districts were in a unique position to develop and implement their own prescription for achieving educational excellence.

The purpose of this study was to conduct an analysis of initial performance-based supplemental pay plans developed by Iowa school districts. As a result of the analysis this study described the reform efforts initiated by local school districts as a direct result of Phase III of Iowa's Educational Excellence Program.

This study applied content analysis techniques to analyze a sample of 50 Phase III plans developed by Iowa school districts with similar student enrollments. As a result of the analysis the following information was gathered: The types of activities developed as a result of Iowa's Educational Excellence Program, the purposes for which identified Phase III initiative were established, and the frequency with which specific Phase III initiatives were identified.

The 50 Phase III plans analyzed described 360 Phase III initiatives involving 88 different types of activities. The 360 initiatives identified readily fell into one of four broad groups of activities. Of these four groups of activities (Teacher-Centered, Student-Centered, Curriculum Development, and Performance-Based pay) Teacher-Centered activities accounted for 38% of the initiatives identified.

The primary method of categorizing Phase III initiatives was by identifying the purpose which the initiatives were intended to serve. Of nine categories of purposes developed for this study, Phase III initiatives were most frequently classified as having been initiated for the purpose of "Improving Teaching and Learning." Thirty-six percent of the 360 Phase III initiatives identified were classified in this category. The types of activities most frequently identified within this category depict a variety of efforts directed toward the improvement of teaching and learning.

By examining the most frequently identified types of activities, this study narrowed its focus to further highlight the nature of Phase III efforts. Of 88 different types of activities identified, 10 represent nearly half (48%) of the total number of Phase III initiatives described. "Research and Study Performance-Based Pay" was by far the most frequently identified activity, identified in 76% of the Phase III plans analyzed. Curriculum Development Activities, identified in 48% of the plans, Teacher-Centered/Teacher-Developed Activities and Summer School Programs, both identified in 38% of the plans, were the most frequently identified types of activities.

Based on the limited scope of this study it appears that Iowa schools were cautious in initiating Phase III efforts. The nature of many of the Phase III activities identified suggests that local school districts are using Phase III funds to promulgate the same types of improvement activities that have been available in Iowa for some time. The majority of these efforts focused on teacher skill development and curriculum development. While the study of performance-based pay was

the most frequently identified activity, the limited efforts to implement performance-based pay in the plans analyzed raises questions about the real intent to develop performance-based pay programs in Iowa schools.

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CHAPTER I

INTRODUCTION

This study describes the reform efforts initiated by Iowa school districts as a direct result of Phase III of Iowa's Educational Excellence Program. Specifically this study examines: (a) the broad characteristics of locally developed efforts to enhance educational quality and increase teacher pay in the State of Iowa, (b) the general purposes served by Phase III plans developed by Iowa school districts, (c) the activities proposed by local school districts to achieve the purposes identified in their Phase III plans, (d) the interrelationships that exist between Phase III purposes and Phase III activities, and (e) the specific factors common to the Phase III plans analyzed.

Since the release of A Nation at Risk by The National Commission on Excellence in Education (1983), political concerns about the quality of the teaching force in the United States have materialized in a variety of legislative proposals and mandates. In many cases these proposals and mandates have included recommendations for some form of performance-based and incentive pay. This interest has been reinforced by a number of nationally released studies and reports.

A Nation at Risk, the report of the National Commission on Excellence in Education (1983), successfully brought to the public's attention an awareness that the teaching profession in this country was no longer capable of attracting the caliber of individuals necessary to ensure a vital system of educational excellence now and in

the future. The National Commission on Excellence in Education made several recommendations concerning the need to revitalize education as an occupation and elevate teaching to a professional status. Two of their recommendations have had a significant impact on legislative efforts to revitalize education:

> Salaries for the teaching profession should be increased and should be professionally competitive, market sensitive, and performance based. Salary, promotion, tenure, and retention decisions should be tied to an effective evaluation system that includes peer review so that superior teachers can be rewarded, average ones encouraged, and poor ones either improved or terminated.
>
> School boards, administrators, and teachers should cooperate to develop career ladders for teachers that distinguish among the beginning instructor, the experienced teacher, and the master teacher. (National Commission, 1983, p. 10)

The Committee for Economic Development in its report Investing in Our Children, based on a 1985 study on business and public schools, made a recommendation very similar to the salary recommendation made in A Nation at Risk:

> We recommend increased salaries for both entry level and career teachers in order to attract high-quality individuals into the profession. We also support financial rewards for outstanding teacher performance and recommend that school districts experiment with alternative pay systems which could provide both annual bonus awards for outstanding teachers and incentives that link pay to performance on a group basis. (Committee for Economic Development, 1985, p. 10)

Another frequently cited national study was prepared by the Carnegie Forum on Education and the Economy (1986), "A Nation Prepared: Teachers for the 21st Century." The Report of the Task Force on Teaching as a Profession recommended:

> States and school boards, working closely with teachers, should establish incentive systems that link teachers' compensation to

> school-wide student performance. Both administrative mechanisms and market models ought to be considered and tested. (Carnegie Forum, p. 64)

In 1984 Iowa's First in the Nation Education Final Report (FINE) made similar recommendations that had an impact on Iowa's recent reform efforts. This report included the recommendation that educators who assume extra responsibility and who are judged to be effective be rewarded accordingly. The report also suggested that teaching be made a full-time profession and that the state study the feasibility of implementing a career ladder system.

These and many other reports have fueled the momentum toward establishing performance-based and incentive pay systems for teachers by endorsing several assumptions about teaching and education. The first assumption is that the quality of teaching is one of the most important determinants of the quality of schools. The second assumption is that the quality of teaching in the United States is declining. And third the way to begin educational reform is by increasing the salary of teachers and by providing alternative salary and incentive plans (Brandt & Dronka, 1985; Johnson, 1985; "A Survey," 1984).

In response to the recommendations outlined in the various nationally released reports, Iowa's FINE report, and following the highly publicized reform efforts of other states, Iowa's Governor Terry E. Brandstad in his 1987 inaugural address initiated a proposal for an Educational Excellence Program. The governor's proposal recommended that 100 million dollars be allocated to Iowa's public schools in an effort to ensure a new era of educational excellence in

the state. As the Iowa legislature worked on a plan for rewarding teaching and improving schools, an uncommon alliance developed between the governor's office, the legislature, the state Department of Education, the state teachers union, and the state school board association. Each group, representing its constituents, saw political advantage in supporting a performance-based and incentive pay system which seemed to address public concerns for better schools, increase teacher salaries, and increase local involvement and control.

As a result of this collaborative effort Iowa's 72nd General Assembly passed a major piece of legislation, referred to as House File (H.F.) 499 (1987) or the "Teacher Salary Bill." It was the intent of this bill to maintain educational excellence by establishing a three phase program which focused on the recruitment and retention of quality teachers and the enhancement of quality and effectiveness of teachers through the utilization of performance pay. The legislation proposed to meet these goals by (a) establishing sufficient annual compensation to attract quality teachers to Iowa's public school systems, and (b) provisions for the development of performance based and supplemental pay plans. The part of the legislation which focused on the development of performance-based and supplemental pay plans and is the focus of this study is referred to as Phase III.

While other state legislatures, notably Florida and Tennessee, mandated a specific program of performance based on incentive pay for their public schools, Iowa's legislature approached the implementation of a system of performance-based and incentive pay plans by allowing

individual school districts to develop locally, and essentially without guidelines, a plan for teacher performance-based and incentive pay.

The unique aspect of this approach toward the development of performance-based and incentive pay systems adopted by the State of Iowa is the emphasis on locally-developed pay plans which are the result of cooperative planning among teachers, board members, administrators, and parents. This approach resulted in the development of 427 different performance-based and incentive pay plans in the State of Iowa. These plans represented both a potential wealth of ideas for improving teaching as a profession in Iowa as well as a commitment to continued state-wide educational excellence.

Since Iowa was one of the last states to implement a system of performance-based and incentive pay, the state legislators had extensive knowledge of experiences in other states that they could draw upon to give direction for change. The opportunity to design a performance-based pay system presented a unique opportunity to improve the condition of teaching and increase the ability of schools to improve student achievement in Iowa.

Purpose of the Study

The purpose of this study was to conduct an analysis of the initial performance-based and incentive pay plans developed by Iowa school districts and submitted to the State Department of Education for funding. Specifically, as a result of the content analysis of these plans this study describes:

1. The broad characteristics of locally developed efforts to enhance educational quality and increase teacher pay in the state of Iowa.

2. The general purposes served by Phase III plans developed by Iowa's local school districts.

3. The activities proposed by local school districts to achieve the purposes identified in their Phase III plans.

4. The interrelationships that exist between Phase III purposes and Phase III activities.

5. The specific factors common among the Phase III plans analyzed.

6. The potential certain identified Phase III efforts have for improving Iowa's educational system.

7. The suggestions for future research focused on the impact of Iowa's Phase III efforts for educational excellence.

Importance of the Study

Many school districts in this country at some point have attempted to implement some form of performance-based or incentive pay. In the numerous experiments with salary incentives and performance-based pay that have been undertaken in the past, however, researchers have paid little attention to how these various pay efforts worked.

Iowa's unique efforts in initiating performance-based and incentive pay state-wide have resulted in numerous opportunities to study the efforts of local school districts to implement performance-based and incentive pay. Educators state-wide have the rare chance to

observe and document the development of performance-based and incentive pay systems at first-hand. But, because of the diverse approaches utilized by Iowa's local school districts, little information exists concerning the nature and type of performance-based or incentive pay systems being developed at the local level.

This study describes the activities and purposes of performance-based and incentive pay plans developed by local school districts in Iowa and how these planned efforts may improve educational quality in Iowa. As a result of H.F. 499, Iowa schools have been given a unique opportunity to be very creative with how the business of education is conducted at the local level. The impact that this enabling legislation has on teacher roles and responsibilities, educational opportunities for children, classroom instruction, evaluation systems, curriculums, and organizational structures will undoubtedly have an effect upon future reform efforts. But, in order to draw any conclusions about the impact of this legislation, there needs to be an understanding of what has been accomplished as a result of this dynamic reform process. The information obtained as a result of this study of district level performance-based and incentive pay plans may lay the groundwork and pose new questions for the continuation of this type of research effort in the state of Iowa.

Definition of Terms

For the purpose of consistency and clarity, terms referred to in this study are defined as follows:

Performance-Based Pay--Any plan that pays teachers some part of their salary on the basis of their performance (Duttweiler, 1986;

Glasman, 1974; Johnson, 1985; "Teacher Compensation," 1985). The "Teacher Salary Bill," H. F. 499, defines performance-based pay as any plan which provides salary increases for teachers who demonstrate superior performance in completing assigned duties. Despite its straightforward definition, performance-based pay is often used to describe almost any proposal through which a teacher receives additional pay for doing better work or performing different or additional tasks (Glasman, 1974; Murnane & Cohen, 1986; Newcombe, 1983).

Supplemental Pay--Any plan which provides for the payment of additional salary to teachers who participate in either additional instructional work assignments or specialized training during the regular school day or during an extended school day, school week, or school year. (The term "supplemental" is specific to H.F. 499 and is referred to in much the same way "extra pay for extra duties" is used throughout the literature.)

Extra Pay for Extra Duties--Pay supplements added to a teacher's salary for a variety of activities which may or may not involve teaching. Such activities have in the past included supervising extra-curricular activities, lunchrooms, and bus duty. More recently the concept has been expanded to include extended contracts for curriculum work, inservice programs, teaching remedial or summer programs, and research activities ("A Survey," 1984; Murnane & Cohen, 1986; Glasman, 1974).

Incentive Pay--A plan which rewards teachers for helping to meet certain school district goals or solving certain problems, usually not

involving an evaluation of a teacher's performance (Duttweiler, 1986; Ellis, 1983; "A Survey," 1984; Van Loozen, 1983). In general, incentive pay rewards teachers for the conditions under which they teach, not for how they teach or for the amount of responsibility they have been given (Van Loozen; Duttweiler).

Definition of Specialized Terms

For this study a matrix was designed for the purpose of categorizing Phase III plan activities by the purpose which the activities were intended to serve. To ensure consistency in applying the matrix in the analysis of selected Phase III plans, definitions for each of the purposes were developed:

Rewarding Performance--Activities which have the expressed purpose of providing teachers with additional salary based on some form of evaluation for attaining some specified performance criteria, for demonstrating additional competencies, in recognition of superior teaching, or for individual teaching effort (Amundson, 1987; Garbett, 1987; Palaich & Flannelly, 1984; "A Survey," 1984).

Attracting and Retaining Teachers--Activities which increase job autonomy, enhance professional responsibilities, improve working conditions, or improve teacher compensation plans for the specific purpose of trying to retain quality teachers in the school system and for attracting new teachers to the school system (Duttweiler, 1986; Flannelly & Palaich, 1985; Smoley & Schaffarzick, 1984).

Job Enlargement--Activities which provide additional compensation to teachers who assume additional responsibilities beyond the standard workload which address district or building level needs and/or goals.

Additional compensation may include extension of the contract year or contract day for those who assume such additional responsibilities (Garbett, 1987; Johnson, 1985).

Professional Growth--Activities which are initiated with the intent of promoting professional development of teachers through assigning them increased and/or different level of responsibilities. Additional responsibilities may include training other teachers, conducting research, program development, or undertaking special projects (Amundson, 1987; Flannelly & Palaich, 1985; Schlechty & Vance, 1983).

Improving Teaching and Learning--Activities which encourage the development of new or different instructional approaches, create opportunities for professional interaction, or allow teachers the opportunity to increase instructional effectiveness and develop new skills in using effective teaching techniques through training and inservice programs (Duttweiler, 1986; Ellis, 1984; Flannelly & Palaich, 1985; Iowa State, 1987; Palaich & Flannelly, 1984).

Curriculum Development--Activities designed to improve, develop, or modify curriculum materials; implement curricular reform; provide inservice or training related to curriculum development, subject matter, or test and assessment development (Garbett, 1987; "Making Phase III," 1988).

Social Concept Development--Programs or activities for which the intended purpose is not instructional, but instead to meet non-instructional social needs of children. Such programs may include

drug prevention programs, drop-out programs, and the like (Iowa State, 1987).

Improving Schools as Organizations--Activities that promote organizational goals, the building of shared values, participatory management systems, or collegial relationships. Such activities include changing the vertical dimensions of teaching by providing enlarged responsibilities and opportunities for promotions within the hierarchy, changing the school climate, or equipping school personnel with problem solving skills, all with the intended purpose of making schools a more effective place to learn (Duttweiler, 1986).

Limitations of Study

A limited sampling of 50 school districts with similar student enrollment was used to analyze the content of the Phase III plans which had been submitted to the Iowa Department of Education. This study excluded any Phase III plans that had been submitted to the Department of Education but were not approved, and excluded from the sample any school districts that did not develop a Phase III plan.

The selected Phase III plans analyzed for this study were the plans approved by the Department of Education for funding. This study did not document any plan modifications that were required by the Department of Education prior to final approval. The plans that were analyzed were the second file copy of the plans maintained by the Department of Education.

The "Teacher Salary Bill" required school districts to develop their Phase III plan between June 6, 1987, and January 1, 1988. This study did not attempt to document or identify the process by which

local school districts developed their Phase III plans. This study also did not attempt to document or discuss the process by which local school districts established their Phase III committees, identified district needs and goals, selected Phase III activities, or resolved local collective bargaining and other political issues.

This study utilized a formula for determining the ratio of coding agreements between two additional readers and the researcher during a pre-test of a coding matrix. A limitation of this formula is that it does not take into account the extent of inter-reader agreement which may result from chance. Since the number of categories used in this study to record Phase III plan characteristics was relatively large, the possibility that the results were due to chance was minimal.

A limitation associated with the use of content analysis methodologies is determining what is an acceptable range of inter-reader coefficient of reliability when using a coding instrument to categorize unstructured printed documents. The literature dealing with content analysis procedures and practices does not provide any clear answers to this question but indicates that defining an acceptable range of reliability coefficients depends on the nature of the research question (Budd, Thorp, & Donohew, 1967; Holsti, 1969; Krippendorff, 1980). Krippendorff, while indicating that there is no set answer to this question, suggests that content analysis studies should have a coefficient of reliability above .67. The coefficient of coding agreement obtained for this study was above this level.

CHAPTER II

REVIEW OF LITERATURE

This study analyzed the initial performance-based and incentive pay plans developed by Iowa school districts as a direct result of Phase III of Iowa's Educational Excellence Program. This review of the literature discusses the national emphasis on educational reforms that have emphasized performance-based and incentive pay for teachers, the history of performance-based and incentive pay, the major causes for the failure of performance-based and incentive pay efforts, and Iowa's efforts to initiate reform efforts based on locally developed performance-based and incentive pay plans.

National Emphasis on Performance-Based Incentive Pay Reform for Teachers

The current interest in the issue of performance-based and incentive pay for teachers has been, in part, a result of the politics of the 1980s. Specifically, the interest in performance-based and incentive pay for teachers can be traced to the release of several national reports, various legislative proposals, and presidential comment. Notably, A Nation At Risk, the Twentieth Century Fund Task Force on Federal Elementary and Secondary Education Policy, Tennesses' Governor Lamar Alexander's promotion of a state-wide career ladder plan (Johnson, 1985; Moore, 1984) and President Regan's remarks in a commencement address to the graduates of Seton Hall University have endorsed the concept that teachers "be paid and promoted on the basis of their merit and competence" (Calhoun & Protheroe, 1983; S. Johnson, 1984). These have all contributed to the increased national

interest and awareness of performance-based and incentive pay systems for teachers.

Tennessee's lead in developing a legislatively designed and mandated plan for recognizing and rewarding teachers, which resulted in the Comprehensive Education Reform Act, was aggressively followed by other state legislatures across the country. The appeal of state legislated performance-based and incentive pay systems was exemplified by California's adoption of a mentor teacher program, Utah's legislated state-wide system of career ladders, and Arizona's initiation of a career ladder pilot project (Calhoun & Protheroe, 1983; Christiansen, 1984; Packard & Morrison, 1986; "A Survey," 1984).

State legislators have been reacting not only to nationally released studies and reports but also to the views of their constituents, who also perceived a weakening in the American system of public education. The 15th Annual Gallup Poll of the Public's Attitudes Toward the Public Schools (Gallup, 1983) highlighted many of the publicly perceived symptoms associated with the problems plaguing American public education. This annual Gallup poll identified mediocre teachers, poor curriculums and standards, difficulty in attracting good quality teachers, the general lack of public interest in education, low pay for teachers, discipline problems in schools, and the general low prestige associated with the job of teaching as major public concerns regarding the status of education in this country. As a result of the increasing national and local concerns over the quality of public education, many state legislatures, deeming it politically expedient, pursued legislated or mandated performance-

based or incentive pay plans for teachers. Efforts to legislate or mandate performance-based or incentive pay for teachers has been considered as a viable, and indeed necessary, means for upgrading the overall quality of the teaching force, rewarding good teachers, providing career advancement opportunities in teaching, and enforcing more accountability in teaching.

By the end of 1986, 29 states were reportedly implementing large scale state-wide teacher performance-based and incentive pay plans, career ladders, or were pilot testing other various incentive models. At the same time there were another 11 states reportedly considering legislative action which would result in the implementation of teacher performance-based or incentive pay initiatives in the near future (Amundson, 1987; Rosenholtz, 1986). While each of these states developed teacher pay reforms that were different from one another's, the underlying assumption of each state's effort was that through differential rewards and sanctions the teaching profession would be enhanced and improved and, as a result, public education would also be improved (Wise & Darling-Hammond, 1984).

The History of Performance-Based and Incentive Pay Reform

The idea of performance-based and incentive pay for teachers is not a new concept. Unfortunately the history of performance-based and incentive pay for teachers in this country has not been a glowing example of successful alternative pay structures for teachers. Over the last 80 years performance-based and incentive pay has existed in some form or other as a way to offset perceived inadequacies and limitations of the teacher compensation system employed at the time.

The first attempts to establish performance-based and incentive pay systems were reported in 1904 in Kansas City, Missouri (Guernsey, 1986) and 1908 in Newton, Massachusetts (Boyles & Vrchota, 1986). Beginning in the early 1900s, performance-based pay rapidly became the norm for compensating teachers up until World War I. By 1918 nearly half of the school districts in this country reported using some form of compensation system based on some measure of a teacher's performance (Amundson, 1987; Murnane & Cohen, 1986). By the late 1920s, while a few performance-based pay plans continued to be used, primarily because they allowed districts to pay men and whites higher salaries, most performance-based pay plans were discontinued in favor of the single salary schedule. Since the 1920s the single salary schedule continued to gain favor because it eliminated discrepancies in pay between teachers, particularly the pay discrepancies that existed between secondary and elementary teachers (Amundson; Guernsey). A second reason for the increased interest in the single salary schedule was that it was found that average teacher pay in districts without performance-based pay was higher than in districts with performance-based pay plans (Boyles & Vrchota; Johnson, 1985; Newcombe, 1983).

The 1930s and 1940s continued to see a decrease in the use of performance-based pay plans for teachers. This continued decline in the use of performance-based pay was in part a result of financial hardships faced by school districts because of the depression, as well as a result of the industrial growth accompanying World War II. The single salary schedule, which uniformly compensated teachers on the

basis of experience and education rather than on the quality of performance, continued to increase as the standard method for compensating teachers (Wiegman & Binne, 1985).

Since the early 1900s the concept of performance-based pay has been cyclic in terms of its popularity. This became evident shortly after World War II when the issue of performance-based and incentive pay once again became an issue as school districts attempted to raise salaries and attract people to the teaching profession. Following the war, school districts were faced with the need to staff an ever increasing number of classrooms as a result of the post-war baby boom. School districts were also faced with the reality that teaching was no longer one of a few occupational options available to women. The war effort opened up many lucrative manufacturing jobs which once were not available to women. But, as with earlier efforts to implement performance-based pay, the primary purpose for initiating performance-based pay was to selectively raise some teaching salaries without having to raise salaries for all teachers.

The 1960s through the early 1970s saw a third resurgence of interest in performance-based and incentive pay systems for teachers. This cycle of interest in performance-based and incentive pay was partially in response to the Soviet launch of Sputnik and the fears that this nation's educational system was failing to maintain a technological advantage (Amundson, 1987; Boyles & Vrchota, 1986). Approximately 10% of the nation's school systems during this period implemented performance-based programs and many were based on the concept of differentiated staffing (Brandt & Dronka, 1985; Conte & Mason, 1972; Wiegman & Binne, 1985).

The interest in performance-based pay systems designed around the concept of differentiated staffing was based on the assumption that all teacher roles should not be the same and that a teacher should be able to advance in education without having to leave the classroom. But, as in the past, most of the differential performance-based compensation plans implemented during this period were discontinued, due to a variety of problems which included: inadequate funding, poor teacher acceptance, resistance from teacher organizations, the top-down patterns of implementation, and the inability of these efforts to actually demonstrate that they contributed to improved learning (Brandt & Dronka, 1985). By the end of the 1970s only 115 districts across the country were using some form of performance-based or incentive pay. And, by 1983, the number of districts still implementing performance-based or incentive pay dropped to only 54 (Amundson, 1987).

Almost all performance-based and incentive pay plans implemented over the past 80 years have been abandoned. Among the problems contributing to the abandonment of these performance-based and incentive pay systems were: inadequate evaluation systems; the need for ongoing funding; teachers' resistance to the idea of differential pay, particularly in the top-down form in which most were implemented; morale problems; and the suspicion of favoritism (Brandt & Dronka, 1985).

Throughout the early history of performance-based and incentive pay for teachers most efforts were confined primarily to the local district level. But while the frequency of state-legislated

performance-based and incentive pay is currently high, the concept of state-mandated performance-based pay is not new. During the 1950s and 1960s the states of North Carolina, Utah, Kentucky, and Tennessee studied the feasibility of implementing some type of performance-based or incentive pay for their teachers. Delaware, Florida, and New York actually legislated performance-based pay plans, but these were quickly abandoned when it was determined that they were unworkable (Conte & Mason, 1972; Newcombe, 1983).

Leading Causes for the Failure of Performance-Based and Incentive Pay Reforms

The continued failure of performance-based or incentive pay for teachers raises serious concern over whether the current reform efforts based on some form of performance or incentive pay for teachers will experience a fate any different. Over the last 80 years the failure of almost all performance or incentive pay systems can be attributed to a combination of six major problems including: (a) little consensus on a definition of "quality teaching" and the inability to isolate its components; (b) a lack of evaluation systems and instruments that can, with sufficient validity and reliability, differentiate among qualitative levels of teaching; (c) a relatively poor understanding of what motivates classroom teachers; (d) little empirical evidence connecting teacher performance ratings and student achievement; (e) lack of the substantial funding necessary to maintain such programs; and (f) the lack of acceptance by teachers of performance-based and incentive pay systems.

Defining Quality Teaching

Of the six, the leading cause for the failure of performance-based and incentive pay plans has been the problem of arriving at an acceptable definition of quality teaching. Essentially it has been the lack of an agreed-upon definition for effective teaching that has prevented the equitable application of any compensation model which is based on a teacher's classroom performance (Murnane & Cohen, 1986).

Researchers in the past, particularly during the 1920s and 1930s, have tried relentlessly to identify the components of quality teaching. These efforts have resulted in numerous teaching behaviors associated with quality teaching being identified. The result, however, has been ever greater confusion and diversity of opinion over what constitutes quality teaching (Cohen & Murnane, 1985). Most researchers now concede that effective teaching cannot be characterized as a consistent, well-defined set of techniques or behaviors. The consequence of the loose relationship between a given teaching behavior and student achievement has been the inability of administrators to convincingly articulate why one teacher should receive a performance reward and another should not. In the final analysis this inability to clearly and consistently differentiate between good and poor teaching effectively destroyed performance-based teacher compensation systems.

Despite the confusion regarding a definition of what constitutes quality teaching, many school districts have simply moved ahead and devised their own methods of determining what is quality teaching. But, as in the past, few of these definitions have survived the test of time.

Evaluating Teacher Quality

Assuming that quality teaching could be clearly defined and articulated, the process of fairly evaluating and discriminating between levels of teaching ability constitutes the second significant problem that has hampered the implementation of performance-based compensation. Despite all of the recent research into teacher evaluation the lack of an effective evaluation process which is capable of measuring the quality of teaching with sufficient validity and reliability presents problems even for the more recent performance-based reform efforts (Clark, 1985).

Many of the teacher evaluation instruments currently in use are too simple in their structure and invite essentially a subjective approach to assessing teaching quality by focusing on the way a teacher acts rather than the results the teacher produces (Newcombe, 1983). Wise and Darling-Hammond (1984) concurred with this view, explaining that current evaluation systems, while they may be sufficient for monitoring whether a teacher is performing in a minimally adequate fashion, are totally inadequate when it comes to assessing the higher levels of competence necessary to make decisions concerning performance-based rewards.

Since current teaching research has demonstrated that there are many acceptable and effective teaching behaviors and that these behaviors necessarily vary depending on grade level, subject area, student characteristics, and instructional goals, the assessment of relative teacher competence simply cannot be made on the basis of one highly specific set of criteria. With this understanding it becomes increasingly obvious that an evaluation process for assessing

teachers' competence and rewarding superior performance must attend not only to the observed teaching behaviors, but also to the particular conditions and demands that teachers face in their work (Wise & Darling-Hammond, 1984).

Contributing to this problem is the questionable competency of the evaluators. Teacher evaluation for performance-based rewards or for teacher improvement requires skills far beyond those held by the typical evaluator today and certainly requires more than a few brief classroom visits and a standardized checklist. Evaluating teachers for the purpose of awarding performance-based or incentive pay has proven to be a costly endeavor for many school districts, not only in terms of administrator time but also in terms of the financial cost of implementing an evaluation system that can effectively discriminate among levels of teacher competence. In general, the less-than-perfect subjective and incomplete knowledge of teaching behaviors and the inadequate methods of evaluating these behaviors have been unsatisfactory and have led to the discontinuance of many performance-based and incentive pay systems (Conte & Mason, 1972; Murnane & Cohen, 1986).

Understanding That Motivates Teachers

Research in the area of incentive pay systems has consistently indicated that performance-based and incentive pay often does not lead to increased productivity levels, and that is the third major problem. The limited amount of research which has dealt with developing an understanding of what motivates classroom teachers indicates that there is little evidence that rewards in the form of performance or

incentive pay encourage better teaching or serve to attract a better qualified individual to the teaching profession (Clark, 1985).

The idea that performance or incentive rewards will motivate or attract teachers is essentially the premise upon which current performance or incentive pay systems have been based. To gain an understanding of why dollar rewards seem to have little impact on teachers it is instructive to examine some of the basic concepts behind worker motivation.

A number of conditions necessary for incentive systems to motivate worker performance have been suggested by Cammann and Lawler (1973). First, the rewards must be tied to a type of performance that employees believe they can control and at a level of performance they believe they can achieve. Second, in order for any incentive system to function effectively there must be provision for a clear relationship between performance and the rewards. And third, an incentive system must be perceived as relating more positive than negative outcomes to effective performance.

When motivational theory is examined within the context of what motivates teachers it become obvious that extrinsic rewards, the primary rewards of most performance-based and incentive pay plans, are simply not appropriate. Lortie (1975) in Schoolteacher: A Sociological Study suggested that internalized motivations may be of particular importance to teachers. In the public school setting the culture of teaching and the reward structure currently used generally do not emphasize extrinsic rewards or ancillary benefits.

Of the three types identified by Lortie, extrinsic, ancillary, and psychic, psychic rewards may prove to be the most powerful source of motivation for teachers. Spuck (1979) drew conclusions similar to Lortie's, suggesting that while extrinsic and ancillary rewards are important to inducing teachers to join the system and remain in teaching, they have little to do with the way the job is performed while in the system. It is intrinsic rewards, Spuck emphasized, which are highly valued by teachers.

Various studies dealing with teacher job satisfaction and teacher retention demonstrate clearly that intrinsic incentives play a far greater role in motivating teachers than do monetary rewards. In a study of teachers and former teachers, Bredeson, Fruth, and Kasten (1983) concluded that while low salaries were a major disadvantage in the occupation of teaching, money was not perceived as a major source of job dissatisfaction.

The Bredeson, Fruth, and Kasten (1983) study went on to imply further that the most powerful motivational forces which attract, maintain, and keep successful teachers in the classroom are a complex set of intrinsic rewards which come together in a combination of working with students, seeing students learn and succeed, believing one's job is valuable, and being able to continue growing personally and professionally. This and other studies (Chapman & Hutcheson, 1982; Chapman & Lowther, 1982) pointed out that external rewards themselves have simply not been enough to sustain the profession of teaching. Public schools need to address the issue of how best to utilize the intrinsic rewards available if such rewards are to become meaningful motivators of teacher performance.

While the research suggests that salary levels may have a substantial impact on the recruitment and retention of teachers, there is little evidence to suggest that salaries play a significant role in motivating teacher performance (Mitchell, Ortiz, & Mitchell, 1983). Despite strong political pressures to change incentive systems for teachers, particularly in the form of performance-based pay, incentive, bonuses, etc., the research clearly indicates that none of these efforts are likely to alter teaching behavior markedly.

Connecting Teaching Performance and Student Achievement

The inability of governors, legislatures, and school boards to clearly establish an adequate connection between a teacher's performance rating and student achievement has hampered their ability to continue justifying the large expenditures of public funds necessary to support performance-based and incentive pay programs. It has been consistently demonstrated that teachers who have had high quality ratings have not always consistently produced students with high achievement scores (Cohen & Murnane, 1985). This failure to establish causation constitutes the fourth major problem. Despite the interest in using student achievement gain scores for determining teacher performance rewards, the problems associated with controlling for testing variables has resulted in generally poor acceptance by educators. Controlling for class abilities, socioeconomic background, and sex, as well as for a variety of inevitable measurement errors, has prevented standardized student achievement tests from adequately reflecting the gains students may have achieved as a result of a particular teacher's efforts.

Research into teaching behavior as a determinant of student achievement simply has not presented any evidence to suggest that this is an adequate and reliable method for determining teacher compensation (Murnane & Cohen, 1986). Interestingly, research has shown that some teachers do change their teaching behavior when they are rewarded based on student test score gains, but they do so by minimizing the time they spend with children whose test scores will not respond to modest increases in attention.

In order for a teacher to maximize financial reward based on demonstrated student achievement gains, it is necessary for him or her to allocate time and efforts strategically to particular students and particular subject areas where the biggest gains can be achieved. This reallocation of teaching time and effort only to areas that result in financial gains ultimately results in the neglect of those various aspects of the teaching job that are not measurable by standardized tests. Despite the limitations of testing technology and the difficulties associated with implementing an assessment system based on student outcomes, there have been a few instances where school districts have attempted to use student test score gains to determine a teacher's performance or incentive compensation (Berk, 1984).

Many of the problems associated with connecting teacher performance with student achievement gains stem from the inability of achievement scores to adequately reflect a measure of teacher performance. Even if gain scores could be measured precisely, there still is an inferential leap from improved student achievement to superior teacher productivity that must be made (Berk, 1984).

Adequate Funding

Funding performance and incentive pay reforms has not attracted a great deal of attention in the literature even though it represents the fifth unique problem. Recent state legislative efforts to fund performance and incentive pay programs, however, have faltered due to inadequate funding. The amount of funds necessary to keep these programs operational is staggering. Iowa's legislature budgeted $50 million dollars per year for Phase III of its teacher compensation reform package. Tennessee has committed $250 million to its Education Reform Act. Utah committed $34 million to fund career ladders for the 1987-1988 school year. California's Master teacher program requires $45 million a year to operate. And Florida's incentive pay program has received over $90 million (Amundson, 1987; French 1985, Garbett, 1987; Pipho, 1988; Wagner, 1985). Many states, however, have experienced revenue shortfalls and as a result have found it difficult to maintain the level of support necessary to maintain these performance-based and incentive pay programs for teachers. Already Kentucky, South Carolina, Louisiana, and Arkansas have experienced difficulty with funding, causing their performance-based or incentive pay programs either to be limited, delayed, or simply dropped (Amundson). Florida's incentive pay program has already been completely terminated because the Florida legislature failed to appropriate another $90 million for the program by July 1, 1988 (Mathis, 1988).

The tenuous aspect of continuous state funding and the nature of school funding usually mean that there must be some quota or limit on

the number or size of performance-based rewards available to teachers. As a consequence, teachers have been forced into competing with each other for a fixed pot of money (Lipsky & Conley, 1986; Natriello & Cohn, 1983; Organizational Highlights, 1986). The instability of funding for these compensation reform efforts and the competitive aspects of rewarding teachers have contributed to the demise of pay reform efforts.

Understanding Teachers' Attitudes

Most public conceptions of performance pay or pay incentives include the practice of rewarding superior teachers and punishing those who are less productive. This emphasis on reward and punishment has led some, including the teachers themselves, to question whether this approach would be counterproductive in the public school setting. In fact, the sixth, and in many ways the most formidable problem has been the rejection of such initiatives by teachers. The current literature suggests that the competition inherent in many performance-based or incentive pay models does have undesirable side effects, such as interfering with the collegiality and teacher morale required for effective schools (Duttweiler, 1986). This appears to be one more of the basic factors which have caused teachers to be hesitant in accepting any performance-based or incentive pay system. This lack of acceptance by teachers may also be attributed in part to the generally poor design of most performance-based pay schemes, where rewards are given to individuals rather than to a group of teachers, thus creating possible morale problems (Bruno & Nottingham, 1974).

Besides the adverse affect performance-based pay may have on collegiality and teacher morale, the literature suggests two

additional reasons why teachers may have been disinclined to accept compensation based on performance. Bogie and Bogie (1978) suggested one reason may be that teachers lack a basic familiarity with the logistics of such performance-based pay systems. Traditionally teachers' organizations have sought adequate facilities, good working conditions, and reasonable salaries as the primary goals for their collective bargaining efforts. The suggestion that teachers now accept individual rewards based on individual merit is quite contrary to what teachers have been striving for since the 1920s, namely, a consistently applied single salary schedule.

A second reason in teachers' reluctance to accept performance-based pay is the concern teachers have that building principals simply do not have the time to adequately conduct teacher evaluations (Bogie & Bogie, 1978). Teachers are also concerned about the style in which evaluations are conducted and the purposes achieved by principals as a result of their evaluations. Murnane and Cohen (1986) noted that building principals, in an effort to stimulate teacher growth and to build confidence and establish trust, often gave teachers higher ratings than they actually deserved on performance evaluations. This same study also indicated that principals believed that this was an effective strategy for developing the collegiality and communication so vital to accomplishing the school mission. Teachers, on the other hand, were concerned that the styles and purposes of evaluation procedures would not be consistent from principal to principal and that the purposes and style of evaluations would be significantly different if used to determine performance rewards.

The Success of Performance-Based Rewards in the Private Sector

The central questions of recognizing, encouraging, and rewarding ability and expertise in teaching have often been raised but seldom satisfactorily answered. The reform rhetoric has often cited the successful use of performance-based pay in the private sector as a reason why similar incentive systems should also be implemented for public school teachers (Duttweiler, 1986; Johnson, 1985). However, the evidence from the literature on performance-based pay in private industry has not substantiated the acclaimed merits or success of such incentive efforts (Dunwell, 1986; Duttweiler; Newcombe, 1983). In a study by Evans (1970) of 500 U.S. corporations, over 90% claimed that they operated under a philosophy of performance rewards. Specifically, these corporations indicated that wage increases were in some part based on a measure of job performance. However, under closer scrutiny, only a few of the 500 corporations had stated objective measures for employee performance. Over 40% used a single rate pay structure despite their endorsement of a performance-reward philosophy. Evan's study suggested that while corporations publicly endorse performance-based pay, in reality they find it unworkable. It appears that private industry is also struggling with the problem of adequate appraisal systems upon which to base performance rewards.

Despite the public impression that performance rewards are a mainstay of private industry, it is evident that many corporations have abandoned incentive pay efforts and replaced them with efforts that emphasize the intrinsic rewards of the job (Lipsky & Conley, 1986). Conte and Mason (1972) cited a study conducted by the Esso

Standard Oil Company on wage incentives which concluded that non-financial incentives were the most effective for securing maximum production. Even the House Committee on Education and Labor in its Merit Pay Task Force Report indicated that the results of performance-based pay in the private sector have been mixed and inconclusive (House Committee, 1983).

The most common complaints about performance appraisals in the private sector are remarkably similar to those voiced in the education sector, including: lack of communication about performance objectives, the feeling that evaluation processes encourage people to avoid difficult goals, and concern that evaluations tend to emphasize individual rather than team performance (Palaich & Flannelly, 1984).

Influence of the National Teachers' Union

Throughout the recent reform movement the influence of the national teachers' unions has had an impact on the slow acceptance of performance-based pay systems. Historically teachers and their bargaining representatives have steadfastly resisted any initiatives that have attempted to go against the traditional egalitarian concept of teaching as a profession (Wagner, 1985). As early as 1903 in Chicago and 1915 in Atlanta, and throughout the early 1900s, teachers and their organizations have fought the imposition of any system of performance-based pay. Many of these early battles against board-of-education-initiated performance-based pay were waged in an effort to maintain recently won regular salary schedules. Performance-based pay was fought on the principle that it was a step back to an earlier system where teachers were compensated solely on the basis of the board's opinion of their worth (Johnson, 1985).

More recently, however, the National Education Association (NEA) and American Federation of Teachers (AFT), while not endorsing performance-based pay initiatives, have carefully avoided taking a firm position for or against performance-based pay initiatives (Johnson, 1985). This new tolerance became evident as the AFT and NEA attempted to exert influence on the Tennessee legislature during the development of that state's Comprehensive Education Reform Act (Christiansen, 1984). In support of a softened NEA position on performance-based pay, an NEA Blue Ribbon Task Force on Educational Excellence in October 1983, suggested that a true performance-based pay plan would establish clear roles and responsibilities for those involved; rank performance according to clear criteria; and establish salaries commensurate with the skills employed, responsibilities assumed, and the tasks performed (Masters, 1983).

Because representatives of the two national teachers unions have been cautious in their endorsement of performance-based pay proposals, they have been criticized by politicians who have accused the NEA and AFT of standing in the way of badly needed reform in salary, promotion, and tenure policies for teachers. But as Lipsky and Conley (1986) pointed out, it would be naive to assume that the teacher union leadership does not reflect the attitudes of the union membership. They suggested that if teachers actually favored performance-based or incentive pay structures this would have been clearly reflected in the proposals presented at the bargaining table.

While problems with teacher evaluation exist as it is related to awarding performance-based financial rewards, another more salient

source of opposition may be teachers' recognition that financial rewards may result in teachers being forced to compete for a fixed pool of funds. This would be particularly true where school districts must operate within fixed budgets. Given the democratic nature of teacher unions any incentive system that suggests that gains for a minority can be made at the expense of the majority would not gain broad support among teachers (Lipsky & Conley, 1986).

Incentive Options Available for Teachers

As a common politically acceptable reform theme emerged, one which recognized teachers as a crucial element in any effort to improve public education and student academic achievement, state leaders from across the country sought to implement a wide range of reform efforts. Without a doubt, the theoretical and logical appeal of performance-based and incentive-based pay concepts have been attractive to state leaders. However, State legislators have found that creating a performance-based and/or incentive-based compensation plan acceptable to teachers, administrators and state constituents, and at the same time one which holds some promise for improving the teaching profession, has been very difficult. This difficulty has to do in part with the fact that there are many other ways available to improve teaching besides adjusting compensation, and also in part because monetary rewards are not the only incentives to which teachers respond (Palaich & Flannelly, 1984).

Organizations generally have a wide range of incentives available which they can utilize to meet specific needs. These incentives include: mechanisms for monitoring performance and providing

meaningful feedback, providing pleasant working conditions, increasing pay and fringe benefits, increasing job responsibilities, providing more individual autonomy, providing individuals opportunities to shape organizational goals and procedures, and providing opportunities for social interaction (Johnson, 1985).

Difficulties in Establishing Major Reform Efforts

The literature indicates that many performance-based or incentive pay plans developed in the past have not been comprehensive enough to change the status quo or correct the conditions that cripple the drive for excellence (Brandt & Dronka, 1985). The literature concerning the pay plans that have recently been developed as a result of the educational reform movement identified many issues that have proved to be major roadblocks to developing functional plans. Typically at least one conflict-avoidance strategy has been written into performance-based or incentive pay plans to make them more palatable. But this tactic also keeps any substantive changes in reforming methods of compensating teachers from occurring.

In a study of six school districts that had been using performance-based pay plans successfully for at least six years, Cohen and Murnane (1985) identified several strategies that, while they contributed to the acceptability of the plans, actually avoided any significant change in how teachers were compensated. These plans tended to focus on extra pay for extra work rather than award higher salaries for some indication of higher performance, thus defining quality teaching not on the basis of research but rather in politically palatable terms for teachers. This was often accomplished

by allowing quality teaching to be defined as a collaborative project with teacher representatives, or in some instances even by letting individual teachers define their own criteria for performance. These six plans also avoided the problem associated with the distribution of a fixed fund of money by minimizing the size of all financial rewards, diminishing the differences between rewards, and by passing rewards out to nearly everyone. And finally these plans left the decision to participate as totally voluntary on the part of the teachers (Cohen & Murnane).

In the performance-based compensation plans examined in these six districts it appears that performance-based pay encouraged teachers to engage in activities outside the classroom, had little impact on teaching behaviors, and probably did little to change the monetary compensation received by individual teachers. However, on a positive note these plans provided the community with a sense that some form of teacher accountability was present within the school system.

Boyles and Vrchota (1986), in a broader examination of 76 performance-based compensation plans, found an even wider variation of implementation strategies than did Cohen and Murnane. They indicated first that some plans were voluntary and others were not. Some plans included substantial financial rewards, while others offered only minimal financial rewards. While many plans were career-ladder oriented, others were simply pay incentive programs. In all the plans examined by Boyles and Vrchota the one consistent indicator of plan longevity was the amount of time spent planning the compensation program. Boyles and Vrchota indicated that two to three years

planning may be required for any plans to have even the potential for success.

It has been obvious that much of the recent demand for broad change in public schools has come not from the educational community but rather from politicians. Since 1983 nearly 700 statutes affecting the teaching profession have been enacted nationally, thus making it evident that the current reform movement is highly prescriptive (Timar & Kirp, 1987). The chance for these reform efforts, however, to have a lasting impact may be no better than past reform fads that have bloomed and then faded.

A review of the literature indicates two primary reasons why general "reform" efforts simply have had a difficult time catching on in the public school setting: First, schools are a highly durable organization that can adapt, and have adapted successfully in the past, to pressures for change. Since schools have traditionally not been in a competitive environment, they are less likely than private sector organizations to adopt innovations that require complex changes in management structure or interorganizational relationships (Pincus, 1974; Timar & Kirp, 1987). Second, many of the suggestions for change do not address factors that directly affect instruction. This is despite all the research that consistently points out the intrinsic rewards associated with teaching are major concerns of teachers, as well as very strong motivators for teachers.

Many past efforts to improve public education have focused on recruiting more capable people to the teaching profession. This perceived need to focus on recruiting more capable people to the

teaching profession is due in part to views held by some that dissatisfied and unchallenged teachers are the major reason why our schools are in trouble today. It is with this thought that performance-based incentives are advocated to attract the first-rate people needed to make a difference in our public schools (Brandt & Dronka, 1985; Johnson, 1984). However, very little attention has been focused on changing schools in order that they may provide a work environment and the career opportunities that might be more attractive to the academically able (Schlechty & Vance, 1983). It is doubtful that any pay incentives program can overcome the adverse working conditions that exist in many schools (Timar & Kirp, 1987).

Teachers in the past have often been accused of hindering the process of change, but Corbett, Firestone, and Rossman (1987) suggested that empirical studies of educational change indicate that teachers' resistance may actually be a rational defense against poorly planned and executed innovations. This response is not surprising considering the frequency with which public education has been asked to make major changes in how education is provided. Legislatures and the public have contributed to the pressures for change by maintaining the view that school can easily be changed in response to current public concerns and reform agendas. As a result educators have become very adept at effectively suggesting that change has taken place when in reality the change that has occurred is largely symbolic in nature and scope (Rosenholtz, 1986).

Most would agree that teacher quality is critical to the success of many federally and state-endorsed reform efforts. Many

legislators, however, seem unsure of what mix of reform prescription will work best to achieve the goals of the reform movement. As a result most legislatures and governors have endorsed a variety of intervention efforts without a clear idea of what approach will produce the best results. As noted earlier, the most frequently endorsed reform options are those dealing with performance-based and incentive pay plans (Duttweiler, 1986).

Iowa's Performance-Based and Incentive Pay Reform

Iowa's development of a state legislated performance-based and incentive pay plan for teachers has taken a considerably different approach in comparison to similar efforts reported by other states. Iowa's legislature, during the development of the "Teacher Salary Bill" H.F. 499, encouraged an unusual alliance to develop within the state's educational community. The Iowa Department of Education, the Iowa Association of School Boards, the Iowa State Educational Association and the School Administrators of Iowa all worked together in support of this legislation (Lepley, 1988).

The emphasis Iowa's educational community put on the importance of working as a team during the development of the performance-based and incentive pay legislation was extended to the local level. Phase III of the "Teacher Salary Bill" specifically required that the development of local performance-based and incentive pay plans be the result of a cooperative effort between school administrators, teachers, and parents.

In the past, most state legislatures developed performance-based pay plans with the goal of attracting and retaining quality teachers

as the primary purpose. Iowa's legislature, however, focused its performance-based and incentive pay plan on the goal of enhancing the quality, effectiveness, and performance of Iowa's teachers. The Iowa legislature's plan for the development of local performance-based and incentive pay placed a special emphasis on the realization that teachers are the crucial element in any effort to improve public schools. Iowa's performance-based pay plan was designed to provide teachers with the opportunity and potential to become involved in making long-term changes in the way schools operate (Lepley, 1988).

While the state legislature provided the funding for the implementation for the performance-based and incentive pay plan Iowa, unlike any other state, allowed local school districts to determine how the monies for performance-based and incentive pay are to be used. Also in no other state have local school districts been given the authority to annually amend their state funded performance-based and incentive pay plans (Iowa Department, 1988). This flexibility in Iowa's performance-based pay plan gives local school districts the prerogative to correct those conditions that cripple the drive for excellence and allows change to take place in the schools rather than in the state legislature (Lepley, 1988).

If the use of performance-based rewards are to play an important part in achieving educational reform, then reform planners need to pick the right goals for performance rewards: Ones that can be achieved by teachers' actions (Flannelly & Palaich, 1985). Yet, of the basic goals attributed to the need for performance-based systems, attracting capable people into the profession, improving learning,

improving teaching and retaining good teachers head the list (Ellis, 1984). But each of these has its own particular problems, as documented in the literature.

Iowa's efforts to achieve educational reform through performance-based and incentive pay for teachers became part of an overall trend among states to improve education and teaching. Clearly, Iowa's focus on educational reform is rewarding teachers for what they can achieve and accomplish through their own actions. What impact the infusion of millions of dollars will have on the role teachers play in the improvement of schools is yet to be determined.

CHAPTER III

METHODOLOGY

The purpose of this study was to determine the reform efforts being initiated at the local district level as a direct result of Phase III of Iowa's Educational Excellence Program. Due to the local discretionary aspects of Phase III Plan development, the purposes and activities detailed in the Phase III Plans may prove to be a good indicator of the efforts needed to revitalize Iowa's public educational system at the local level. The frequency with which various Phase III Plan purposes and activities are specified by local school districts may provide some insight into the problems and concerns local school districts are faced with as efforts are made to implement local educational reforms.

Phase III Plans were developed by 427 school districts in the state of Iowa between June 9, 1987, when Governor Terry Brandstad signed H.F. 499 into law, and January 1, 1988, the deadline for submitting Phase III Plan applications to the Iowa Department of Education. The process for developing Phase III Plans required each local school district to appoint a committee made up of school administrators, teachers, parents, school board members, teacher union representatives, and other community members. More than 5,136 individuals were involved in this process throughout the state of Iowa (Iowa Department, 1988).

All Phase III Plans submitted to the Department of Education were required to follow a prescribed application format. Each district was required to specify in its Phase III application the following

information: (a) basic program data, which included district information; (b) rationale related to the major educational needs identified by the district; (c) goals and objectives intended to fulfill the intent of the legislation and related to the educational needs and long-range goals of the district; (d) plan design, which delineated the relationship between activities and goals; and (e) plan budget specifying how Phase III funds would be utilized by the local district. With the exception of those lacking a signed affidavit all plans submitted to the Department of Education which stated that mutual agreement had been reached on the portion of the Phase III Plan within the scope of collective bargaining were approved. However, 93% required some revisions prior to final approval (Iowa Department, 1988).

Funding for the implementation of Phase III Plans was provided as a result of an appropriation bill separate from H.F. 499. Distribution of Phase III funds for the 1987-88 school year was based on each district's September 1986 Certified Student Enrollment, providing $82.66 per student. This allocation of funding provided Iowa schools with a wide range of monies with a high of $2,500,000 received by the Des Moines School District to a low of $7,900 received by the Lineville-Clio Community School District (Iowa Association, 1988).

Procedures

Using content analysis as a technique this study describes the data gathered from initial Phase III Plans submitted to the Iowa Department of Education. As a methodology, content analysis is a research technique which uses systematic categorization rules to

transform large volumes of unstructured and diverse documented information into data that can be summarized and compared (Budd, Thorp, & Donohew, 1967; Holsti, 1969; Kirrendorph, 1980). Utilizing systematic categorization rules, objective observations were made of the frequency with which given Phase III Plan characteristics were identified.

As a result of the content analysis technique, this study described the following: (a) the broad characteristics of locally developed efforts to enhance educational quality and increase teacher pay in the state of Iowa, (b) the general purposes served by Phase III plans developed by Iowa's local school districts, (c) the activities proposed by local school districts to achieve the purposes identified in their Phase III plans, (d) the interrelationships that existed between Phase III purposes and Phase III activities, and (e) the specific factors common to these Phase III Plans which were analyzed.

The minimal structure and direction given by the state to school districts as they developed their Phase III Plans, the range of funding available for Phase III efforts at the local level, the range of school district sizes, and the personnel resources available to each school district all raised serious questions concerning the choice of a sampling process for the selection of Phase III Plans to be included in this study. If random, stratified, or systematic sampling techniques had been utilized, these strategies would have caused Phase III Plans developed by districts with extremely different characteristics to be analyzed as if they were essentially equal.

That situation would have made it difficult to draw any viable conclusions because of the effect a district's size, personnel, and financial resources may have had on the content of the Phase III Plans. Cluster sampling was therefore utilized to select a sample of Phase III Plans to be analyzed.

Selecting Phase III Plans from a group of school districts with relatively similar student enrollments, and presumably similar resources, allowed this study to reduce some of the variability that may have otherwise resulted. It also eliminated the need to identify and account for the various elements in the population which may otherwise have had an effect on Phase III plan characteristics.

In conducting any content analysis, the researcher must be aware of the limitations of selecting a sample size that is too small or a sample that is too large. A relatively small sample size allows only cursory generalizations and interpretations to be made from the available data. Any inferences drawn would be essentially meaningless if applied beyond the sample group. On the other hand, a research sample that is too large would not only be impractical in terms of the time and resources necessary to complete the study, but at best would limit the inferences drawn to those historical in nature (Budd, Thorp, & Donohew, 1967).

For the purpose of this study, 50 Phase III Plans developed by Iowa public school districts with a median K-12 student enrollment of 1,000 were selected as the sample. This sample represents Iowa school districts with a K-12 student enrollment ranging from 820 to 1,381. A median student enrollment of 1,000 was selected for the cluster sample

because of the apparent importance that Iowa's State Board of Education has placed on the 1,000 enrollment figure in plans for restructuring Iowa's educational delivery systems. The Iowa State Board of Education, in a report released in 1987, recommended that the legislature consider four alternative restructuring plans for local school districts. Two of these recommended plans specified that school districts with a minimum student enrollment of 1,000 be established to satisfy needs for efficiency and student diversity now and into the foreseeable future (State Board, 1987).

Data for this study were collected by analyzing each of the 50 Phase III Plans developed by the school districts in the sample. File copies of the 50 Phase III Plans selected for this study were obtained from the Department of Education with the permission of the Chief Administrator, Bureau of School Administration and Accreditation.

To facilitate the organization of the data for analysis, a matrix was developed for categorizing the activities described in the selected Phase III Plans. Identified Phase III Plan activities were categorized by the purposes for which they were initiated. A copy of the matrix used in this study is included in Appendix A.

The purposes selected for categorizing Phase III Plan activities correspond to the purposes most frequently cited in the literature concerning local and state efforts to meet and implement the recommendations for performance-based and incentive pay systems suggested by various national and state reports. The purposes are: rewarding performance (Amundson, 1987; Garbett, 1987; Palaich & Flannelly, 1984), attracting and retaining teachers (Clark, 1985;

Duttweiler, 1986; Ellis, 1984; Jung, 1984), enlarging job responsibilities (Johnson, 1985; Jung), incentives for professional growth (Ellis; Jung), improving teaching and learning (Clark; Duttweiler; Ellis; Jung; Palaich & Flannelly), developing curriculums (Garbett), expanding learning opportunities for children ("Making Phase III," 1988; Iowa State, 1987), addressing non-instructional needs of children (Iowa State), and improving schools as organizations, (Duttweiler; Palaich & Flannelly).

The following purposes were thus selected to develop the data collection matrix used to analyze Phase III Plans:

1. Rewarding performance
2. Attracting and retaining teachers
3. Job enlargement
4. Professional growth
5. Improve teaching and learning
6. Curriculum development
7. Expanded learning opportunities
8. Social concept development
9. Improving schools as organizations

Definitions for each of the nine identified purposes were developed to ensure consistency in applying the matrix.

To pretest the matrix developed for this study and to ensure that the selected categories were context sensitive, exhaustive, and mutually exclusive, 10 additional Phase III Plans were sampled and analyzed. The 10 additional plans used for the pre-test were randomly selected, using a table of random numbers, from a group of 40 school

districts which represented 20 school districts immediately smaller and 20 school districts immediately larger than the 50 districts which comprise the sample for this study. Three of the 10 plans sampled were read and analyzed by the researcher and two additional readers for the purpose of training the two readers in the use of the matrix, and to identify any idiosyncratic attributes of Phase III Plans which, if not taken into account, may have adversely affected the study results. Each of the three Phase III Plans read was discussed by the researcher and the two additional readers until consensus on the categorization of the plan activities was reached.

To establish the reliability of the matrix to reflect accurately the characteristics of Phase III Plans in a manner that could be duplicated in any subsequent follow-up study, the remaining seven Phase III Plans from the test sample were read independently by the researcher and the two additional readers. The qualifications used to select the two additional readers were familiarity with educational reform efforts, as reported in the literature, and no involvement in the development of any Phase III Plans. This combination helped ensure that the readers were both knowledgeable about educational reform efforts, but were not predisposed to identify or classify Phase III activities in a particular manner. The two readers were both employed by an Iowa Area Education Agency and serve in the Educational Support Services division of that Area Education Agency.

Each reader carefully read each of the seven Phase III Plans, identifying the activities and the purposes detailed in each plan, and recorded this information on the matrix. The completed matrixes were

then compared and a coefficient of inter-reader agreement was computed by a method commonly used in content analysis (Holsti, 1969). This method determines the ratio of coding agreements between readers and the total number of coding decisions made to determine a coefficient of reliability between each of the two additional readers and the researcher. The method of determining the coefficient of reliability can be represented by the following formula:

$$C.R. = \frac{2M}{N1 + N2}$$

were M is the number of coding decisions on which two readers are in agreement, and N1 and N2 refers to the number of coding decisions made by each of the readers respectively.

The pre-test to establish the reliability of the matrix to accurately report the characteristics of Phase III Plans resulted in a ratio of coding agreements ranging from .500 to .889. The coefficient of inter-reader agreement between reader A and the researcher ranged from .625 to .800 with a median coefficient of .727. The coefficient of inter-reader agreement between reader B and the researcher ranged from .500 to .889 with a median coefficient of .634. The overall median coefficient of inter-reader agreement between both readers A and B and the researcher was .687.

The initial matrix developed for this study, with its 360 possible coding decisions, is necessarily complex in order to provide useful information regarding the nature of Phase III Plan activities. The liability associated with such a complex coding matrix is the increased risk of low inter-reader reliability. A greatly simplified

coding matrix could have been developed but at the risk of reducing the thoroughness of the inferences drawn from the findings. As a result of the pre-test reading of the 10 Phase III Plans a median coefficient of coding agreements of .687 was obtained. For this study, this level of inter-reader agreement was considered within the range of acceptability from which inferences regarding the characteristics of Phase III Plans could be drawn.

As a result of the efforts to establish the reliability of the coding matrix, modifications were made to enhance the ability of the matrix to record the diverse characteristics of Phase III Plans. Based on the pre-test reading of 10 Phase III Plans it became apparent that the activities reported in the plans tended to be clustered into four broad categories: (a) performance-based pay activities, (b) teacher-centered activities, (c) curriculum development activities, and (d) student-centered activities. The initial reading of the 10 plans also identified several additional activities. Modifications to the matrix were made to reflect the four activity groupings and the additional identified activities. The number of possible coding decisions was increased from the original 360 to 810. Based on the pre-test reading of 10 Phase III Plans, the purpose categories developed for the coding matrix appeared to be sufficiently sensitive, exhaustive, and mutually exclusive to categorize the purposes of identified Phase III activities and, therefore, required no changes either in the categories themselves or in the definitions associated with them. A copy of the amended matrix used in this study is included in Appendix B.

Data Collection

Once the analysis of the 10 sampled plans was completed and it was established that the matrix accomplished its intent, the researcher proceeded to analyze the 50 Phase III Plans that made up the sample for this study. Each Phase III Plan was analyzed, using the matrix developed to categorize plan activities by the purposes they were to serve. Information was recorded regarding special characteristics of the activities and purposes detailed in the selected plans. Once the plans were read and the data collected, plan characteristics were reported in frequencies by category. Based upon the common characteristics identified, inferences were made regarding the impact that Iowa's Educational Excellence Program has had on the development of plans to improve the process of recruitment, rewarding, and revitalizing teaching and learning in the state of Iowa.

CHAPTER IV

PRESENTATION AND ANALYSIS OF DATA

The purpose of this study was to conduct an analysis of the initial performance-based and incentive pay plans developed by Iowa public school districts. As a result of the analysis conducted this study undertook to describe the reform efforts being initiated by local school districts as a direct result of Phase III of Iowa's Educational Excellence Program.

For this study a sample of 50 selected Phase III plans were systematically read and analyzed. As a result of the analysis the following information was gathered: The types of activities developed as a result of Iowa's Educational Excellence Program, the purposes for which identified Phase III initiatives were established, and the frequency with which specific Phase III initiatives were identified.

Analysis of the 50 Phase III plans included in this study revealed a wide variety of projects and activities developed by Iowa school districts for the general purpose of accessing Phase III funds which were made available through Iowa's Educational Excellence Program. The 50 plans analyzed described 360 Phase III initiatives involving 88 different types of activities. A copy of the recording matrix is included in Appendix C.

Four Broad Categories of Phase III Initiatives

The 360 Phase III initiatives identified as a result of the analysis readily fell into one of four broad groups of activities. These four groups of activities: Teacher-Centered, Student-Centered, Curriculum Development, and Performance-Based Pay represent the general nature and direction of the Phase III plans analyzed.

Teacher-Centered Activities

Of the 360 initiatives identified in the 50 Phase III plans analyzed, 139 (38.61%) were what could essentially be considered teacher-centered. See Table 1. These 139 Phase III initiatives depicted 45 different types of activities. The basic nature of these 45 types of activities was to allow teachers the opportunity to participate in a variety of endeavors that would provide them with additional skills and training.

Of the 45 different types of activities identified within this general classification of initiatives, "Unspecified Staff Training" and "Teacher-Centered/Teacher-Developed Activities" were the two most frequently identified. These two activities accounted for 38 (27.34%) of the 139 teacher-centered initiatives identified. The remaining 101 initiatives in this general category were widely dispersed over the other 43 types of activities with no specific trend or pattern evident.

Student-Centered Activities

The second broad classification of initiatives was student-centered activities. Activities classified as student-centered generally provided students with additional learning opportunities such as summer school programs, tutoring activities and enrichment programs. See Table 2. A total of 88 Phase III initiatives were identified that were student-centered. These 88 initiatives depicted 20 different types of student-centered activities. Of the 20 different types of activities, "Summer School Programs' were identified most frequently, appearing in 21 of the Phase III plans

Table 1

Phase III Initiatives Identified as "Teacher-Centered" with a Frequency Greater Than 2

Teacher-Centered Activities	Frequency
Teacher-Developed Activities	21
Unspecified Staff Training	17
Writing Skill Training	10
Computer Training	9
Mentor Teachers	9
Hunter Training	6
Thinking Skills Training	5
Math Skills Training	5
TESA Training	5
Teacher Teaching Teachers	5
Effective Schools/Teacher Training	5
Observe Other Teachers/Programs	4

Note. See Appendix D for a table listing all identified Teacher-Centered Activities.

analyzed. "Tutoring Students," identified 10 times and "Student-Centered/Teacher-Developed Activities," also identified 10 times, were the second most frequently identified types of activities within this category. While the general intent of student-centered activities was to provide additional learning opportunities for students, it is

Table 2

Phase III Initiatives Identified as "Student-Centered" with a Frequency Greater Than 1

Student-Centered Activities	Frequency
Summer School Programs	21
Student Tutoring Programs	10
Teacher-Developed Activities	10
Enrichment Programs	9
Remedial Programs	8
Before/After School Programs	7
Counseling Programs	4
At-Risk Programs	3
Club Activities	3
Gifted Programs	2
Instructional Travel	2

Note. See Appendix E for a table listing all identified Student-Centered Activities.

interesting to note that only a few of the Phase III plans specified any provision for assessing student interest in participating in the various proposed activities.

Curriculum Development Activities

Eighty-four curriculum-related Phase III initiatives, which depicted 17 different types of curriculum development efforts, made up

the third group of initiatives. See Table 3. The general nature of the identified curriculum-related activities dealt primarily with curriculum development, updating and revising curriculums, and providing staff training in various aspects of curriculum development. "Curriculum Development Activities," those activities primarily associated with developing curriculum guides, and "Teacher-Developed Curriculum Activities" accounted for 44.05% (37) of the 84 identified initiatives.

Performance-Based Pay Related Activities

The final broad classification of Phase III initiatives included those activities associated with performance-based pay. See Table 4. While the initial intent of the Phase III legislation was to encourage the development of performance-based pay, it is interesting to note that performance-based pay activities were the least frequently identified of all Phase III initiatives. Only 49 performance-based pay initiatives were identified, with the activity "Research/Study Performance Pay" the most frequently identified, accounting for 77.55% (38) of all the identified performance pay-related activities.

Purposes Served by Phase III Initiatives

For the purpose of this study the primary method of categorizing Phase III initiatives was by identifying the purpose which the initiatives were intended to serve. Nine purpose categories were developed for the classification of Phase III initiatives identified in the 50 Phase III plans included in this study.

Table 3

Phase III Initiatives Identified as "Curriculum Related"

Curriculum Development Activities	Frequency
Curriculum Development Activities	25
Teacher-Developed Activities	12
Revising and Updating Curriculum	10
Articulating Curriculums	7
Developing New Course Offerings	6
Curriculum Development Training	5
Implementing Curriculum Leaders	4
Developing Instructional Materials	3
Evaluating Student Achievement/Tests Results	2
Reviewing Computer Software	2
Examining and Selecting Textbooks	2
Updating Instructional Material	1
Developing Student Achievement Goals	1
Establishing Subject Area Committees	1
Planning Instructional Activities	1
Developing of Alternative Curriculum Delivery	1
Project Measure	1

Table 4

Phase III Initiatives Identified as "Performance-Based Pay Centered"

Performance-Based Pay Activities	Frequency
Researching/Studying Performance Pay	38
Studying and Implementing PBP	5
PBP Based on Individual Goals	2
Developing Performance Evaluation	2
Developing and Testing PBP	1
Implementing Performance Pay	1

Improving Teaching and Learning Initiatives

Of the nine categories of purposes developed, Phase III initiatives in this study were most frequently classified as having been initiated for the purpose of "Improving Teaching and Learning." Of the 360 Phase III initiatives identified 132 (36.66%) were classified in this category. The types of activities identified within this category depicted a variety of efforts directed toward the improvement of teaching and learning. A total of 56 different types of activities were identified in all. See Table 5. The activities most frequently identified in this category were "Unspecified Staff Training," "Teacher-Centered/Teacher-Developed Activities," "Writing Skills Training," "Computer Training," and "Mentoring Teachers."

"Teacher-Centered/Teacher-Developed Activities" and "Unspecified Staff Training" were the most frequently identified activities in this

category and when combined represent 20.45% (27) of the activities identified in this category. Activities identified as "Teacher-Centered/Teacher Developed" generally referred to Phase III initiatives which allowed individual teachers or groups of teachers to submit applications for monies to fund a supplemental pay project which somehow related to the improvement of instruction. A total of 14 Phase III plans were identified as containing "Teacher-Centered/ Teacher-Developed Activities" which allowed teachers to develop their own plans for the improvement of teaching and learning.

"Unspecified Staff Training" activities were recorded whenever a Phase III Plan indicated that specialized training would be provided teachers which would enable them to acquire new skills or knowledge without specifying the exact nature of the training. A Phase III plan developed by a school district in southern Iowa provides a typical example of a plan that allowed teachers to engage in specialized training but did not specify the nature of the training. This particular Phase III plan, like many other Phase III plans, did make suggestions as to what areas the specialized training might involve such as: Training in substance abuse prevention, training in curriculum development, training in the Lions Quest program, Students-at-Risk training, and training in providing counseling to students. Phase III plans which provided funding for staff training but which did not identify a specific training program for teachers were found in 13 of the 50 Phase III plans.

Table 5

Initiatives Identified for the Purpose of "Improving Teaching and Learning" with a Frequency Greater Than 2

Improve Teaching/Learning Activities	Frequency
Teacher Developed Activities	14
Unspecified Staff Training	13
Writing Skills Training	9
Computer Training	8
Mentor Teachers	7
Math Skills Training	5
TESA Training	5
Hunter Training	5
Thinking Skills Training	4
Effective Schools/Teacher Training	4
Summer School Programs	3

Note. See Appendix F for a table listing all activities initiated for the purpose of Improving Teaching and Learning.

Computer Training and Writing Skills Training were classified eight and nine times respectively. Although Writing Skills Training was identified more frequently there was a greater substantive emphasis, in the Phase III plans analyzed, on the importance and need for computer training than there was on the needs described for the "Writing Skills Training." Each of the eight plans that contained

computer training activities wrote of the need to explore the untapped potential of the computer as an instructional tool and a management tool. Most of the computer training efforts described appeared directed toward helping teachers become comfortable with the computer and to begin to realize and understand the potential of the computer as a learning and instructional tool.

Plans containing "Writing Skills Training" provisions were consistent in addressing the need to help staff develop instructional strategies for improving writing across the curriculum. Such concern was illustrated in a Western Iowa School District's Phase III plan which contained a broad outline for improving writing across the curriculum that not only provided for staff development, but also provided for a total curriculum development project focusing on developing writing skills in all K-12 curricular areas.

"Mentoring Teachers" was the fifth most frequently identified activity in this category. The primary emphasis of the mentoring activities was to provide assistance to new and probationary teachers. One plan, however, contained a mentoring teacher activity which was more comprehensive than most, describing a mentoring program that was integrated into the total staff development plan. The intent of this mentoring plan was to promote and reinforce skills and concepts presented during effective teacher training workshops. This was the only mentoring plan that did not target new teachers as the primary benefactor of the mentoring activity.

Curriculum Development Initiatives

Activities with the identified purpose of curriculum development represented the second largest category for which Phase III

Table 6

Initiatives Identified for the Purpose of "Curriculum Development"

Curriculum Development Activities	Frequency
Curriculum Development Activities	20
Teacher-Developed Activities	11
Revising and Updating Curriculum	8
Articulating Curriculums	6
Developing New Course Offerings	4
Reviewing and Selecting Textbooks	2
Developing Instructional Materials	2
Curriculum Development Training	2
Unspecified Staff Training	2
Computer Training	1
Observing Other Teachers/Programs	1
Implementing School Improvement Teams	1
Coordinating a P.R. Program	1
Evaluating Student Achievement/Test Materials	1
Developing Student Achievement Goals	1
Implementing/Training of Curriculum Leaders	1
Establishing Subject Area Committees	1
Developing Alternative Curriculum Delivery	1

initiatives were initiated. See Table 6. A total of 66 initiatives were identified and classified in this category. The 66 identified initiatives were depicted by 18 different types of activities. The

activities identified most frequently were: curriculum development activities, teacher developed curriculum activities, revising and updating curriculums, and articulating curriculums.

"Curriculum Development Activities" encompassed a rather broad range of activities and accounted for 18.33% of the total number of Phase III initiatives identified. Curriculum development activities generally described activities which related in some manner to the writing and development of curriculum guides. The depth and breadth of efforts described by school districts to develop curriculums and curriculum guides varied considerably from plan to plan. Two Phase III plans stood out as containing detailed plans for developing curriculum guides. Both plans, calling for a six-year effort of curriculum development, described a school-wide curriculum writing effort detailed enough to provide the reader some indication of the process through which learning objectives would be identified, learning activities developed, and instructional materials coordinated with learning objectives.

"Teacher-Developed Curriculum Activities" represented the second most frequent initiative in this category with 11 projects identified. A typical Phase III plan that incorporated a provision for teacher-developed curriculum activities described how teachers or groups of teachers could submit proposals for funding which provided for the development of additions to the school's curriculum or allowed major revisions to the existing curriculums for the subject areas in which they taught.

"Revise/Updating Curriculums" and "Articulating Curriculums" were respectively the third and fourth most frequently identified

activities in this category. These two activities were very similar to curriculum development activities, except the description of these activities made references which suggested that only existing curriculums would be the target of revisions and articulation efforts. This is in contrast to other curriculum development activities which focused entirely on new efforts for developing curriculum materials, often for compliance with Iowa Education standards.

Expanding Learning Opportunity Initiatives

The third most frequently identified purpose for which Phase III initiatives were developed was to provide "Expanded Learning Opportunities" for students. See Table 7. Of the Phase III initiatives identified, 66 were classified in this category. The most frequently identified activity with the stated purpose of expanding learning opportunities for students was summer school programs. Other frequently identified activities included tutoring students, teacher-developed student activities, enrichment programs, and remedial programs. A total of 17 different types of activities were identified.

Summer school programs made up 15 of the 66 identified initiatives. The summer programs identified represented a variety of activities and class offerings taught both for remedial and enrichment purposes. Some summer programs were geared toward meeting the specific needs of individual students. In contrast other plans merely indicated that a general offering of enrichment and remedial courses would be provided for students, primarily in the areas of basic math and language arts.

Table 7

Initiatives Identified for the Purpose of "Expanding Learning Opportunities"

Expanded Learning Opportunity Activities	Frequency
Summer School Programs	15
Tutoring Students	9
Teacher Developed Activities	9
Enrichment Programs	7
Remedial Programs	6
Before/After School Programs	5
Club Activities	3
Gifted Programs	2
Development of New Course Offerings	2
Observing Other Teachers/Programs	1
Writing Skills Training	1
Thinking Skills Training	1
Development of Instructional Materials	1
Counseling Programs	1
Instructional Travel	1
Establishment of Student Publications	1
Career Education Programs	1

Student tutoring programs were identified in 9 of the 50 Phase III plans. As with the summer programs there was variance in how

specifically these plans were written. For example, one particular plan developed by a district with a student enrollment of 850 was fairly specific in describing tutoring programs to be offered in the areas of math, reading, science, English, and social studies. This was in contrast to another plan developed by a school district of similar size which simply indicated that teachers would develop and implement a tutorial program to meet the special needs of students. There was no written indication on how students' needs would be assessed or how instructional programs would be selected to meet those needs.

Nine "Teacher-Developed Activities" were identified. Most of the teacher-developed activities were activities designed to expand instructional opportunities with the intent of meeting the needs of students in a variety of academic areas. The type of teacher-developed activities identified in the nine plans included science club, alternative energy class, career exploration, after-school tutoring, self-image improvement, academic decathlon, simulated child care, computer programming, science enrichment, after-school leisure, greenhouse, painting, art club, and summer science.

Initiatives Developed for Rewarding Performance

"Rewarding Performance" was the fourth purpose for which Phase III initiatives were initiated. Of the 360 initiatives identified, 49 (13.61%) were classified as having the purpose of "Rewarding Performance." Rewarding Performance initiatives were identified in all but 3 of the 50 Phase III plans analyzed. Of the 49 initiatives identified, a majority (37) dealt with the study of performance-based

pay only. Of the remaining 12 initiatives 8 dealt with a variety of study and development activities leading toward possible future implementation of performance-based pay. Five of the 8 initiatives did specify provisions to implement a performance-based pay plan following an extensive study of the concept.

Four school districts did develop Phase III plans that contained plans for the implementation of performance-based pay. A school district located in western Iowa included a performance-based pay plan for identifying superior teachers through a locally-developed and locally-tested evaluation system. This district's Phase III plan, however, did not specify how the evaluation system would be used nor the process for determining any financial reward that might be awarded to teachers for outstanding performance.

Two school districts submitted Phase III plans that contained performance-based pay components based on individual teacher goals. One of the two plans utilized a point system for determining the size of performance rewards teachers could earn. Performance points were based upon a list of predetermined improvement activities which included the areas of attendance, staff development, academic development, professional presentations, home communication, student assistance, evaluation, committee participation, climate, peer observation, growth targets, and good standing. An example of a performance activity from this plan concerned the area of attendance, and required teachers seeking a performance reward to be at school as assigned or at school-approved professional meetings 96% of the time. Upon successful completion the teacher would receive five performance

points which, at the end of the year, would be used to determine the size of a monetary reward. This Phase III plan indicated that 65% ($74,225) of available Phase III monies would be budgeted for this activity.

The second of the two plans based performance pay on the use of student outcome goals. Teachers interested in participating in the performance-based pay activity were required to determine an area or areas in which they felt improvement was needed in order to improve student achievement. In order to document teacher performance the plan described a formal process of pre- and post-testing to determine whether the teacher attained his/her specified goals. The building administrators in this district were responsible for approving teachers' performance-based pay goals and determining when successful completion had been obtained. This plan indicated that 43% ($46,734) of the available Phase III monies would be used for rewarding performance.

The fourth district's Phase III plan had two performance-based pay components. The first component "Development Projects" was intended to allow teachers to investigate techniques which would improve the learning process or help them gain knowledge in unfamiliar areas in order to improve the academic content delivered during the teaching process. Teachers would receive compensation for exploring either delivery techniques or content areas. If the teacher voluntarily chose to implement the skills explored earlier, he/she would receive an additional monetary performance reward.

A second component of this plan, "Faculty Training," was also divided into two phases. The first phase was also an exploratory phase during which a particular skill or technique was learned by the teacher. The second phase was the implementation phase, during which the teacher utilized the skill with students. The implementation phase also required that the teacher have his/her performance monitored by faculty trainers. A performance reward was provided to the teacher upon the successful implementation of the newly acquired skill and/or technique.

Phase III Initiatives Identified for Other Purposes

The remaining five categories for which Phase III initiatives were classified account for the remaining 47 of the 360 identified Phase III initiatives. Of the remaining Phase III initiatives identified and classified, the category of "Job Enlargement" was identified most frequently, followed by the categories "Professional Growth," "Social Concept Development," Improving Schools as Organizations," and "Attracting/Retaining Teachers."

Job enlargement initiatives. The category "Job Enlargement," with its emphasis on activities that provided additional compensation to teachers who assumed additional responsibilities, accounted for 17 of the 47 remaining activities. Only two of the activities identified under this category were identified more than once. "Curriculum Development Activities" and "Teacher-Centered/Teacher-Developed Activities" were both identified three times. Other activities, all identified only once, included a variety of additional duties such as supervising instructional travel, conducting a kindergarten

orientation program, conducting a JH/HS orientation program, mentoring teachers, coordinating a public relations program, teaching other teachers, and serving on a teacher assistance team.

Initiatives for professional growth. "Professional Growth" activities were identified 11 times in the 47 remaining Phase III initiatives. The activities identified in this category represented a variety of efforts to increase and/or differentiate the levels of responsibility carried out by teachers. Identified activities included mentoring teachers, teachers serving as faculty trainers, teachers serving as curriculum leaders, teachers training other teachers, and other unspecified teacher-developed activities and unspecified training.

Social concept development initiatives. The activities identified in the category of Social Concept Development included summer school programs, counseling programs, programs for at-risk students, development of intervention programs, curriculum development, teachers teaching teachers, and unspecified staff training. Examples of the type of programs included in this category included a multidisciplinary summer program, intended to develop the self-esteem of elementary students, and a counseling program which involved training staff members in intervention techniques for substance abuse education and student peer counseling group.

Two infrequently identified purposes. The two purposes for which Phase III initiatives were least frequently identified were "Improving Schools As Organizations" and "Attracting/Retaining Teachers." Five activities were classified in the category of "Improving Schools as

Organizations" and included curriculum articulation, implementation of school-improvement teams, substance abuse training for teachers, reality therapy training for teachers, and provisions for teacher-developed activities. The last category for which Phase III initiatives were initiated was the category "Attract and Retain Teachers." Only three activities were identified in this category and included research/study performance pay, write job descriptions, and develop staff development programs.

Examining the purposes for which Phase III initiatives were developed provided a broad illustration of the efforts of local school districts to enhance education in the state of Iowa. This examination illustrates that school districts are concentrating their efforts in the areas of staff development, curriculum development, and program development which would appear to have the greatest direct impact on teachers and students.

Frequently Identified Types of Phase III Activities

Examining the most frequently identified types of activities initiated by Iowa schools narrows the focus and further highlights the nature of Phase III efforts. The 50 Phase III plans analyzed contained 360 identified initiatives which had been developed for a variety of purposes. The 360 identified initiatives were comprised of 88 different types of activities. Of the 88 different types of activities identified, only 10 represented nearly half (174, 48%) of the total number of the Phase III initiatives described.

Research and Study Performance-Based Activities

The most frequently identified activity was the activity "Research/Study Performance Pay" which was identified in 76% (38) of the analyzed Phase III plans. The frequency with which this activity was identified is understandable considering that the "Teacher Salary Bill," H.F. 499, required that performance-based pay at least be discussed during the development of Phase III Plans by local districts. There were no requirements that the Phase III plans include or implement any type of performance-based pay; however, a majority of the plans indicated at least a willingness to examine the issue. The majority of Phase III plans containing "Research/Study Performance Pay" as an activity indicated that the study committees would consist primarily of teachers but that others, including administrators, might be included. Study committees were generally formed by soliciting or appointing teachers to serve on a committee. In a few cases teachers could apply to serve on a performance-based pay study committee.

Despite the popular emphasis on the research and study of performance-based pay, there was little indication whether the research and study activities would actually lead to the development or implementation of a performance-based pay plan. Of the 50 plans analyzed only five indicated an intent to implement a performance-based pay plan following planned research and study activities.

Curriculum Development Activities

"Curriculum Development" activities were identified in 24 (48%) of the Phase III plans analyzed. The "Curriculum Development" activities identified generally focused on the development of curriculum guides. The development of curriculum guides is a state required standard and was mentioned as the rationale for developing curriculums in three of the plans.

A majority of the 24 plans containing curriculum development activities did not specify which curricular areas would be developed but simply stated that curriculums would be developed or, as indicated in seven plans, that curriculum guides would be developed in all subject areas. Eight plans identified specific areas for curriculum development. The frequency which specific content areas were specified included mathematics four times, science four times, computer applications three times, language arts three times, health three times, reading twice, talented and gifted twice, guidance twice, social studies twice, career education once, library once, writing once, industrial education once, handicap awareness once, peace education once, and music once.

While the majority of the curriculum development activities were initiated for the purpose of curriculum development, three of the plans specified curriculum development for the purpose of providing additional compensation to teachers by enlarging their professional responsibilities.

Teacher-Centered/Teacher-Developed Activities

Twenty-one "Teacher-Centered/Teacher-Developed" projects were identified in 19 of the 50 Phase III plans analyzed. A common characteristic of the "Teacher-Centered/Teacher-Developed Activities" was the nonspecific manner in which the plans described the intended efforts. Basically, "Teacher-Centered/Teacher-Developed Activities" allowed individual teachers or groups of teachers to submit proposals for activities which would enhance their teaching effectiveness and/or knowledge. The funding support for the "Teacher-Centered/Teacher-Developed Activities" ranged from $21,384 (18.8%) to $62,956 (83%) of the available Phase III funds, with seven districts spending 40% or more of their Phase III monies on this type of activity.

Although most of the 19 plans with "Teacher-Centered/Teacher-Developed Activities" were nonspecific in nature, three Phase III plans were more detailed than others and did establish some direction by limiting the "Teacher-Centered/Teacher-Developed Activities" to specific areas. Activities dealing with teaching strategies in the areas of writing, math, language arts, computers, gifted programs, or attendance at a specific staff development program such as Project Teach/Pride were frequently indicated.

In all 19 plans with "Teacher-Centered/Teacher-Developed Activities," teachers were required to submit their activity plans to a committee for approval. In some cases these committees were set up solely for the purpose of screening teacher-developed activities, while in other cases the initial Phase III committee filled this role. While most screening committees were made up of teachers, the

participation of building administrators was indicated in some of the plans. One school district's Phase III plan required teachers to submit their proposals to a screening committee made up strictly of building administrators.

Another characteristic of many of the Phase III plans that included "Teacher-Centered/Teacher-Developed Activities" was that these plans tended not to be as comprehensive or as descriptive and involved fewer activities than other plans. The 19 Phase III plans that included "Teacher-Centered/Teacher-Developed Activities" had an average of 5.47 different types of activities identified per plan, while the other 31 Phase III plans had an average of 8.26 different activities identified per plan.

Summer School Programs

In the rank ordering of activities by frequency, summer school programs ranked fourth and were the first activities intended to directly benefit students. The type of summer programs described in the various Phase III plans for the most part involved traditional course offerings, but the courses were, of course, offered during the summer months. Enrichment activities were as common as remedial activities and ofcen both were specified in the same plan. There was a slight tendency, however, for the plans to have a more dominant focus on remedial activities. The types of summer classes suggested ranged from mathematics classes, identified eight times, to assorted computer classes, identified five times, to classes in achievement test preparation, listening, speaking, talented and gifted

experiences, social studies, problem solving, typing, literature, history, physical education, and social skills.

Generally the summer plans appeared genuinely focused on meeting the needs of students. However, only two plans specified that summer school activities would be based on the needs of the students. These two plans specified that the summer programs be prescriptive and based on individually identified student needs and required that individualized achievement goals be established for students participating in the programs.

The amount of money budgeted, however, for student-centered activities paled in comparison to the money budgeted for teacher-centered/teacher-developed activities. The amount of funding made available by the 19 districts identified as having a summer school Phase III component ranged from $3,182 to $46,965, a sharp contrast to the amount of funds made available for teacher-centered/teacher-developed activities.

Unspecified Staff Training

The activity "Unspecified Staff Training" was generally a catch-all category used to classify activities selected or developed by teachers themselves, but which often were too vaguely described to establish any clear indication of their intention. Typically these plans indicated that inservice activities would be scheduled to improve teacher effectiveness. Neither the type of inservice, the length, nor the nature of the inservice program was generally indicated. Seventeen Phase III plans of the 50 analyzed had some provision for staff training that was this ambiguous. While it is

difficult to determine the intent of some unspecific plans, apparently six of the plans intended to provide some kind of staff training to improve teacher effectiveness, four plans were intended to increase student learning, and two of the plans were intended for curriculum development training. The remaining five plans provided no clue as to the specific intent of the staff training.

Teacher-Developed Curriculum Activities

"Teacher-Developed Curriculum Activities" relied on individual teachers or groups of teachers to submit proposals that focused on the development of curriculum guides, curriculum content, or other curriculum-related activities. Four of the 12 districts with a teacher-developed curricular component identified specific plans that were submitted by teachers for funding during the Phase III development process. The remaining eight Phase III plans simply indicated that teachers could submit proposals which would provide for addition to curriculums, major revision to the existing curriculum, implementation of innovative techniques, and the like. The type of activities that were approved by the districts listing teacher-developed activities included devising a writing evaluation tool; developing science applications for the computer; assessing current curriculums in the areas of reading, writing, speaking and listening; developing curriculum guides; and developing test materials. One plan identified 28 such activities, another 17, and a third listed 9.

Phase III initiatives were examined from three perspectives. Beginning with the broadest classification of activities this study

progressively refined its focus to an examination of the most frequently identified activities.

Summary

This chapter described the data collected from the content analysis of 50 Phase III plans. Summarily the Phase III plans analyzed were basically teacher-centered. That means the majority of the initiatives described in the 50 Phase III plans allowed teachers the chance to improve their instructional skills and expertise through a wide variety of staff development opportunities. Of the "Teacher-Centered Activities," "Unspecified Staff Training" and "Teacher-Developed Activities" were the two activities most frequently identified.

Of the various purposes for which Phase III initiatives were begun, 132 initiatives were classified as having been designed for the purpose of "Improving Teaching and Learning." The primary focus of these activities was to provide teachers the additional training necessary to improve their skills and consequently improve student achievement. Two other categories in which Phase III initiatives were classified were identified frequently enough to indicate major efforts in these areas by local school districts. The two areas, both identified 66 times, were "Curriculum Development" and "Expanded Learning Opportunities." The development of curriculum guides and the offering of summer school programs were the most frequently identified activities in these two categories.

A total of 88 different types of Phase III activities were identified in the 50 Phase III plans included in this study. The most

frequent was "Research/Study Performance Pay," identified 38 times. Although there was a great deal of interest in the study of performance-based pay, the actual avowed implementation of performance-based pay was limited to only four of the 50 Phase III plans. "Curriculum Development Activities" was the second most frequent activity, identified 25 times, followed by "Teacher-Centered/ Teacher-Developed Activities," and "Summer School Programs," both identified 21 times. A vast majority, 71.59% of the 88 activities identified, were identified fewer than five times.

CHAPTER V

SUMMARY AND CONCLUSIONS

The purpose of this study was to describe the reform efforts initiated by local school districts as a result of Phase III of Iowa's Educational Excellence Program. Using content analysis this study collected data from the Phase III plans developed by 50 Iowa school districts with similar student enrollments. This study presented information concerning the types of Phase III activities initiated by Iowa schools, the frequency with which specific activities were identified, and the purposes for which Phase III activities were initiated.

Phase III of Iowa's Educational Excellence Program provided school districts in the state of Iowa with the unique opportunity to improve and enhance the quality and effectiveness of teachers through the development of performance-based and supplemental pay plans. With 50 million dollars in state funding and minimal state interference, Iowa school districts were in an unparalleled position to develop and implement their own prescription for achieving educational excellence in their individual districts. Based on the limited scope of this study, however, one may conclude that Iowa schools appeared to have been cautious in taking advantage of the opportunities presented to them.

General Characterization of Phase III Plans

The Phase III plans included in this study tended to be remarkably similar in form and substance. Although the Phase III application process required each school district to relate its

proposed plan to locally identified needs and goals, few of the plans analyzed provided any such definitive insight into the efforts of individual school districts' to improve teacher effectiveness and increase teacher pay. In lieu of any specific references to local needs and goals, many of the Phase III plans analyzed supported their plans by simply citing a variety of widely disseminated reform reports and proposals.

The nature of many of the Phase III activities identified suggests that local school districts are using Phase III funds to promulgate the same type of improvement activities that have been available in the State of Iowa for some time. The major difference is that now, with Phase III in place, there is a consistent source of funding to promote these activities and possibly increase the potential for maximizing participation by Iowa teachers.

A majority of the Phase III plans analyzed contained some provision for teachers to attend a variety of workshops, clinics, seminars, and conferences for the purpose of increasing professional knowledge and skill. While the overall hope might be that, by increasing opportunities and the incentives for teachers to participate in a variety of professional development activities, student achievement and school effectiveness might be improved, it remains to be seen whether the type of activities identified in the various Phase III plans have such potential.

The majority of Phase III efforts identified focused on teacher skill development and curriculum development. Many of the teacher development efforts concentrated on helping teachers develop skills in

fairly narrowly defined areas. Thirty-three different types of specific workshops were identified in the 50 plans analyzed. These workshops varied in content from Writing Skills Training and training in the effective use of technology to training in such nationally recognized programs as Quest and Madeline Hunter's Effective Teaching. Besides emphasizing how to teach, many Phase III efforts also focused on what to teach. Curriculum development activities, although generally confined to the development of curriculum guides, represented a major emphasis in terms of time and dollars spent.

Another distinctive characteristic of the locally developed Phase III plans was the exclusively voluntary nature of all planned activities. For the most part the implementation of all planned Phase III activities relied on individual teachers or groups of teachers volunteering to participate in the described activities. While a majority of the Phase III plans analyzed had some type of application process which teachers were required to go through in order to participate, the actual participation by teachers was voluntary.

Due to the voluntary nature of all Phase III activities one can only speculate whether the Phase III plans as developed have the potential and the necessary incentives to attract participation from a wide-cross section of teachers. If Phase III plans are not able to attract wide participation by teachers then, unfortunately, Iowa schools will have failed to fulfill the intent of Phase III, which was to enhance the quality, effectiveness, and performance of Iowa's teachers.

It may be safe to assume that those teachers who have consistently maintained their professional skills will take advantage

of the opportunities offered by Phase III. The question that will remain is whether other teachers, those who do not actively seek out professional development opportunities, will be attracted to the incentives and opportunities made available through Phase III. The overall success of Phase III, in terms of the total impact it will have on Iowa's educational system, may eventually rest on the degree of participation by Iowa teachers.

Primary Purposes Served by Phase III Efforts

The Phase III activities identified were classified into nine categories. These nine categories were developed to delineate the various purposes for which identified Phase III activities were initiated. Of nine purpose categories developed, four clearly represented most of the identified Phase III activities.

Of the four categories which represented a majority of the Phase III activities, the category "Improve Teaching and Learning" was by far the most frequently stated or implied. A majority of the activities identified and classified for the purpose of improving teaching and learning were activities that could be categorized as teacher-centered. Most of these activities involved a variety of teacher training opportunities, although there was also a mix of curriculum-related and student-centered activities initiated for the same purpose.

Activities initiated for the two purposes of "Curriculum Development" and "Expanding Learning Opportunities for Students" were each identified with equal frequency. Curriculum development activities generally involved paying teachers more to develop

curriculum guides, update existing curriculum materials, and develop new curricular materials. The rationale for many of the curriculum activities, whether stated or implied, was to permit the school to meet the requirement of Iowa's new state educational standards.

Activities identified with the purpose of "Expanding Learning Opportunities" generally appeared to be directed at providing alternative learning opportunities for children outside the normal school day or school year. The activities identified in this classification revealed a wide variety of teacher-proposed initiatives. Many of the suggested activities, however, appeared to be mere extensions of the curriculum offered during the regular school year. Basically, the identified expanded learning opportunities did not generally suggest any fresh or innovative approaches that might be useful in expanding learning opportunities for students beyond the traditional instructional delivery systems.

"Rewarding Performance" was the fourth primary purpose for which Phase III activities were initiated. Unfortunately the classification "Rewarding Performance" is an inaccurate description for this category since a majority of the activities classified under this purpose involved only the study of performance-based pay. A majority of the Phase III plans proposed the study of performance pay issues, but few plans gave any indication of either promoting or encouraging the implementation of performance-based pay in the near future. A few districts did take the bold step and developed a plan for performance-based pay but, in general, most Phase III plans gave the impression that their developers wished either to avoid the issue or

at least refrain from taking a definitive position for or against the concept of performance-based pay.

Five other purpose categories, including "Attracting and Retaining Teachers," "Job Enlargement," "Professional Growth," "Social Concept Development," and "Improving Schools as Organizations" were used to classify identified Phase III activities. Very few Phase III activities, however, were identified as having been proposed for any of the above five purposes. Despite the emphasis on the need to improve the teaching profession by expanding job roles and increasing teacher autonomy, found in the language of H.F. 499, few of the Phase III activities appear to have been initiated for these purposes.

Regardless of the rhetoric espoused by various teacher organizations and political groups for the need to increase teacher autonomy, professionalism, and improve schools as organizations, the lack of emphasis on these concerns in the Phase III plans suggests two things: First, teachers and others involved in the educational process are not ready to step beyond the traditionally accepted definitions and boundaries of teaching and school organization. Second, the 50 million dollars provided by the Iowa legislature to fund Phase III activities is not the incentive many thought it would be to initiate and promote educational reform, at least within those three categories.

In general the primary purpose of Phase III activities, as indicated by the Phase III plans analyzed, was to provide teachers with the opportunities to attend workshops and inservice programs

which would help them improve as teachers, and which would in turn improve the level of achievement obtained by Iowa school children.

Phase III Efforts as Defined by Phase III Activities

The Phase III plans analyzed for this study revealed 88 different types of activities proposed for implementation, to be funded through Phase III of the Educational Excellence Program. Although a large number of different activities were identified, the 12 named frequently enough to suggest a pattern or trend shared one of three common characteristics.

Studying Performance-Based Pay

Studying performance-based pay was the most frequently identified of all 88 types of activities. Despite the frequency with which studying performance-based pay was identified, the limited discussions in the various plans associated with these activities transmits a message which possibly belies the prominence of this activity. The limited discussion raises the question as to whether there is any real intent or interest in ever developing performance-based pay programs in Iowa schools.

While the Iowa State Education Association (ISEA) may have had some influence on the large number of study-only activities, it would be unfair to hold the ISEA basically responsible for the lack of significant development in this area. The ISEA did outline procedures its members could follow to study and develop performance-based pay plans (Iowa State, 1987). It appears, however, that even the ISEA's suggested format for cautiously developing performance-based pay

systems was almost wholly ignored in the development of local Phase III efforts.

Staff Development Activities

Staff development activities were the next most commonly identified type of Phase III activity. Staff development activities varied considerably in their nature and implementation from plan to plan. Some of the Phase III plans prescribed very specific staff development activities in which teachers might choose to participate. Other plans provided teachers a range of choices among a variety of training opportunities in which they might participate. Still other plans provided teachers with complete freedom to develop an individual training plan which met their specific needs. Every Phase III plan analyzed had some provision which allowed teachers to participate in some type of staff development activity, whether structured or unstructured.

Supplemental Pay Activities

For the purpose of H.F. 499, supplemental pay was defined as providing "payment of additional salary to teachers who participate in additional instructional work assignments." This provision of H.F. 499 was translated in Phase III plans to mean increasing the instructional work assignments of teachers by providing teachers with additional opportunities to teach children in a variety of settings. This was reflected in the number of additional programs offered for students, designed to take place outside the traditional school day or school year. Summer school programs were by far the most popular type

of activity implemented with the intent of expanding the work assignments of teachers.

Curriculum planning and curriculum development activities, according to the language in H.F. 499, were activities considered appropriate for supplemental pay purposes. Many of the Phase III plans analyzed included curriculum development activities, which in essence required teachers to expand their work assignments. While H.F. 499 suggested curriculum development as a possible way to expand the role of teachers, the manner in which these activities were described suggested that many of the curriculum development activities were initiated for purposes other than expanding the professional role of teachers.

Many school districts in the state of Iowa have been faced with meeting a fairly broad and far reaching set of new educational standards. These new standards emphasize the development of curriculum guides, which will be used as part of the documentation required by school districts to demonstrate compliance with the new educational standards. Many of the Phase III plans with curriculum development activities described them in a manner to suggest that meeting the new educational standards was the prime motivation for implementation, rather than expanding the roles and responsibilities of teachers.

Relationship Between Phase III Activities and Purposes Served

Based upon the data collected for this study there were only four primary purposes for which Phase III activities were initiated namely, "Reward Performance," "Improve Teaching and Learning," "Curriculum

Development," and "Expanding Learning Opportunities." The activities proposed in the selected Phase III plans studied were clustered by type, into four groups, namely, "Performance-Based Pay Activities," "Teacher-Centered Activities," "Student-Centered Activities," and "Curriculum Development Activities." The relationship that exists between the type of activity described and its purpose appears to be fairly straightforward. Performance-based pay activities were initiated for rewarding teacher performance. Teacher-centered activities were initiated primarily for improving teaching and learning. Student-centered activities were initiated for expanding learning opportunities, and curriculum activities were initiated primarily for curriculum development purposes.

Despite the emphasis in the literature on providing teachers with increased or different levels of job responsibilities, attracting and retaining teachers by increasing job autonomy and professional responsibilities, and improving schools as organizations, very little emphasis was placed on these values in the Phase III plans analyzed. Rather, there was a pronounced emphasis on teacher activities initiated for the purpose of improving teaching and learning. Two possible explanations might be suggested for this: First, if teachers are eagerly seeking out improvement activities, this suggests that the inservice rituals perpetuated in many school districts have not adequately met the diverse needs of teachers. Second, now finally provided with a pecuniary incentive, teachers are finding it financially worthwhile to pursue additional training, an

interpretation made plausible in light of the increasing costs required to attend many of the workshops, seminars, and conferences available for teachers.

Even the student-centered and curriculum development activities did not wander to any considerable degree from the straightforward purpose for which they were intended. While these two sets of activities would have readily lent themselves to fulfilling other purposes such as professional growth and job enlargement, they generally were not defined in that way. Instead, student-centered activities were initiated primarily for the purpose of expanding learning opportunities. Curriculum development activities were initiated basically for the purpose of developing curriculum. (This does not indicate these were the only two purposes for which these activities were initiated, but they accounted for 70% of the activities in these two groups.)

Similarities Among Phase III Plans

The first conclusion that became apparent after analyzing the 50 Phase III plans was how similar but yet how different each was. The plans followed a general format that was consistent among all 50. The plans were also consistent in their emphasis on helping teachers improve their skills. The differences centered around the variation in the depth and breadth of the activities described and in the comprehensiveness of the efforts to initiate reform. Some plans merely outlined the intended reform activities in the briefest of terms, while others provided considerable detail.

With all the money behind the Phase III program in Iowa and the number and variety of people required to be involved in the development of initial Phase III plans, it might have been expected that the efforts to improve teaching and enhance educational quality would have been remarkably creative and forward looking. However, if one thing is striking about the Phase III activities described in most of the plans included in this study, it is how familiar the activities appear. In other words, the activities described in most of the Phase III plans are no different from those that have been implemented in the past. Aside from the few instances where districts initiated innovative undertakings, the activities described staff development and curriculum development proposals that are very similar to those that already exist in many districts.

A third commonality among Phase III plans was the emphasis these plans placed on activities that initially affected teachers primarily through their attendance at a variety of workshops, seminars, and staff inservice programs. Despite the emphasis on, and the abundance of, teacher-centered activities, no clear message emerged from the analysis of the 50 plans about a common direction or need in the area of teacher training and development. In fact the most common trend that could be described was the flexibility of teacher-centered activities and their lack of precise focus.

The fourth most common factor was the study of performance-based pay. The plans that included the study of performance-based pay did not generally describe in detail either the study process, the anticipated outcomes, or the goals. They also generally gave no

indication of the intention to implement performance-based pay in the future. This fact calls into question the sincerity of these efforts to study and develop a process for implementing performance-based pay at the local level.

A fifth common characteristic among Phase III plans, especially those that initiated activities for the purpose of "Improving Teaching and Learning," "Curriculum Development," and "Expanding Learning Opportunities," was the emphasis placed on the responsibility of individual teachers, or in some cases groups of teachers, to develop a particular activity aimed at teacher growth and development. The reliance on individual or groups of teachers to develop and implement various Phase III activities gave these plans the appearance of being somewhat disjointed, disorganized, and uncoordinated. Only a few of the plans created the impression of being concise, concerted, planned efforts to change or modify how teachers teach, and what they teach.

It should be noted that initial Phase III plans were developed by Iowa school districts under very tight time lines. House File 499, which contained language for Phase III of the Educational Excellence program, was enacted by the 72nd General Assembly and signed into law by Governor Brandstad on June 9, 1987. The Phase III program went into effect on July 1, 1987 and required school districts seeking Phase III funds to plan, develop, and submit a Phase III plan application to the Iowa Department of Education by January 1, 1988. Final approval of submitted Phase III plans was not completed until February 15, 1988. Six months, by any standard, is a very short period in which to plan and develop any kind of meaningful

organizational change. As a result most of the Phase III plans analyzed were understandably limited in their scope. It seems probable that many of the problems identified in this study may be traceable to the limited time available to the developers of the Phase III plans.

Significant Phase III Activities

Despite the similarity of most of the Phase III plans included in this study, there were a few isolated activities which were different enough to attract the notice of the researcher. Four of these activities appeared to present a potential for making a major change in how local schools operate.

Teachers Serving as Mentors and Leaders

The first one that held promise identified activities which used teachers to teach, train, and support other teachers. Several of the Phase III plans contained provisions for mentor teachers, teachers serving as curriculum coordinators, and teachers acting as instructional leaders. These plans clearly placed a new emphasis on teachers being provided the knowledge and power to work with and influence their colleagues.

The primary emphasis of the mentor teacher programs was on supporting new teachers as they entered the profession, not necessarily a new concept but one that, if implemented in appropriate ways, might return tremendous benefits in terms of keeping qualified teachers in the field and expanding the role of superior teachers. The second aspect of certain of the mentor programs was the use of teacher mentors to support and reinforce the development of new skills

by teachers who have participated in various development or training programs. One of the major drawbacks of teacher training programs has been the lack of opportunities for teachers to practice new skills in a non-threatening environment under the supervision of an experienced teacher who could provide supportive and encouraging feedback. The possibility of increasing the effectiveness of teacher training programs through this process seems considerable.

Laboratory School Concept

Another concept that attracted the attention of the researcher, but appeared in only one of the 50 Phase III plans analyzed, was the implementation of a laboratory school. In this one plan the laboratory school concept was tailored to allow teachers to employ elements of clinical teaching techniques in a classroom setting while still under the observation of the training consultants. Obviously the concept of providing teachers an environment where they may practice effective teaching skills and receive feedback and support is an exciting one. Although this concept has received its share of attention in the professional literature, it has not been widely used in the smaller Iowa school districts. This concept would certainly bear watching to determine its success in a smaller school setting. If successful, such efforts may no longer be limited to only the largest of metropolitan school systems.

Helping Teachers Translate New Skills Into Practice

Encouraging teachers to attend workshops and inservice programs for professional empowerment was a major emphasis of many of the Phase III plans. Facilitating the process of translating new skills into

practice, however, has been a persistent problem for most staff development efforts. One of the smaller school districts included in this study developed a Phase III plan which addressed this problem by providing teachers incentives, through a performance pay component, to voluntarily implement newly acquired skills in the classroom.

As a further extension of this idea another part of this district's plan provided for teachers who had completed a staff development course to practice the newly acquired skills under the tutelage of one of the on-staff trainers. Again teachers would receive a performance reward for their efforts. Another feature of this proposal was that the teacher trainers were specially trained teachers selected from the district's own teaching staff. If successful and broadened, this concept of peers teaching each other has the potential of reducing teacher isolation, while promoting better teaching, ensuring transfer of various skills from workshops to the classrooms, and increasing the likelihood that new ideas will be supported in the school.

Programs for Students

There were not many programs for students that were unique in their approach to, or method of, expanding learning opportunities for students. Basically the student programs proposed were generally mere extensions of the traditional classroom and activity programs, but implemented at non-traditional times. One central Iowa School District's Phase III plan, however, described a multidisciplinary summer program designed to elevate student self-esteem. The multidisciplinary program included instructional components from the

fields of music, drama, language, literature, art, and writing. While the plan was not specific in describing the details of implementation, the idea that a group of teachers was willing to approach a need from a different angle merits recognition. These types of efforts, which are unique in terms of delivering instruction, bear watching for the potential they may have to meet the needs of students.

Need for Further Research

In order for there to be justification for spending 50 million dollars a year on Phase III activities by the state of Iowa, there will have to be some method of substantiating that these activities have made a difference in the quality of teaching and the educational achievement of children. Since the Phase III plans are so vastly different from each other, and since there appear to be few specific needs or concerns addressed aside from staff development, it will be difficult to measure the impact this legislation will have had.

Further research in this area is certainly called for and should be carried out on many different fronts. Possible areas in which further research seem appropriate include:

1. The large number of Phase III teacher training activities and the frequency with which they were identified suggests a real potential for the improvement of teaching skills in the state of Iowa. What impact have these staff development activities had on the skills of teachers in the classroom? Is there any overall observable change in how teachers teach in Iowa?

2. Many of the Phase III plans analyzed provided teachers a great deal of freedom in selecting and planning their own training

needs. Has the perception of teaching as a profession by Iowa teachers changed as a result of the greater professional freedom offered as a result of Phase III?

3. In light of the substantial amount of money spent on teacher development activities and the broad latitude afforded teachers to prescribe their own developmental and training needs, has the performance of students improved as a result of these Phase III efforts? Is there any measurable change in student achievement that can be directly attributed to Phase III activities?

4. Phase III plans initially were developed under very short time lines. Now that local school districts have had the opportunity to reassess these initial efforts, how have Phase III plans developed and matured as a result of these past experiences? What types of activities were carried over from original Phase III plans into new plans? What types of activities were discontinued after development of the initial Phase III plans? What purposes will be achieved by these new efforts and how will they compare with the purposes of previous Phase III efforts?

5. One of the major emphases of the Educational Excellence Programs was to increase teacher pay. Phase III potentially pumped 50 million dollars into the compensation system for teachers. How much money has Phase III activities actually put into teacher's pockets? Do teachers feel they are being adequately compensated for their efforts? Do teachers perceive Phase III monies as incentives to participate in activities which they may have previously ignored?

6. Phase III is but one possible method for increasing teacher pay. In light of the Phase III experience in Iowa is there possibly a

more efficient process for increasing teacher pay, job autonomy, professional responsibility, and professional skills?

7. The Phase III plans analyzed described 360 different activities initiated as a result of a promise of Phase III funding. But, of the large number of proposed activities, how many were actually implemented? What were the outcomes of these activities?

8. The study of performance-based pay was identified as an activity in a vast majority of Phase III plans. What has been the result of all the study activities? Have teachers attitudes toward performance-based pay changed as a result of these study efforts? Have any performance-based pay plans been developed and implemented as a direct result of the extensive study efforts described in the various Phase III plans? What are the characteristics of the performance-based pay plans developed?

The Impact of Phase III Initiatives

Iowa public schools have had the opportunity through Phase III to take part in a unique effort to promote a new era of educational excellence in the state. Through H.F. 499 Iowa school districts were allowed to develop plans for improving teaching as a profession. It was anticipated that these plans would represent a wealth of ideas and concepts for improving teaching and continuing the commitment to educational excellence in the state of Iowa. However, despite this unparalleled opportunity to approach the educational needs of Iowa's children in fresh and innovative ways, the Phase III plans examined in many cases simply chose to retread current educational practices.

Now the question remains, has Phase III produced the desired results? In considering this question it is first necessary to clarify the desired outcomes of Phase III. If a desired outcome of Phase III was to enhance the quality and effectiveness of teachers through the utilization of performance pay, then Phase III was clearly unsuccessful. There is simply no evidence in this study to suggest that Iowa's school districts were genuinely interested in implementing such a concept. The large number of performance pay study activities, rather than indicating a sincere desire to develop such pay plans, seemed designed instead to avoid dealing with the issue head on.

If an intended outcome of Phase III was to promote the development of supplemental pay plans which require additional instructional assignments for teachers and may include specialized training, then Phase III was a modest success. Based on this study Phase III did provide teachers with additional pay for participation in additional instructional assignments and specialized training. The Phase III plans analyzed clearly emphasized a wide variety of teacher-proposed improvement activities and additional work assignments. How satisfying these additional activities will be after the initial excitement and interest has worn off remains to be seen.

If a major goal of Phase III was to enhance the quality, effectiveness, and performance of Iowa's teachers then this question must also wait to be answered. But, if a goal of Phase III was to increase teacher pay, then there are some serious questions that should be raised concerning the ability of the Phase III concept and format to increase teacher pay while also focusing on improving

teacher quality. Obviously the Phase III activities identified financially reward teachers for their participation, but can these same activities and financial gains really provide teachers with enough incentives to change deeply ingrained work habits? It seems doubtful that they really can--at least in the present form.

The reluctance of Iowa public schools to initiate change may be explained, in part, by the results of past educational reform movements reported in the literature. The literature attributes the failure of past performance and incentive pay efforts to a variety of causes including lack of consensus on a definition of "quality teaching," poor understanding of what motivates classroom teachers, and a general lack of acceptance by teachers. The literature also describes schools as very durable organizations that have successfully adapted to pressures for change without actually changing. Iowa school districts undoubtedly are dealing with many of the same issues that have prevented the successful implementation of educational reform in the past, as documented in the literature.

Phase III in the Future

Is there a future for Phase III in Iowa? In its present form it seems uncertain that Iowa's legislature will be able to justify spending 50 million dollars every year to fund the types of activities identified in this study. Future funding may also be in doubt if performance-based pay does not become a more prominent component in locally developed efforts.

If Phase III is going to persist, there are several changes in the Phase III format that seem needed. First, performance pay must

become an integral part of each Phase III plan. Second, the plans will need to develop a concise focus on developing reform efforts that have the potential of changing, in some way, how schools are structured and how the roles of teachers are defined. Third, school districts will have to develop evidence to justify the continuation of state funding.

It should not be expected that all attempted reform efforts will succeed; in fact, such emphasis will stifle creative developments. But documentation must chronicle in detail all local Phase III efforts so that these experiences may be shared with other school districts and presented to the legislature as proof that its investment is worth continuing.

Iowa school districts have been fortunate to have a state legislature progressive enough to allow school districts to develop locally, and without interference, their own plans for educational reform. But, unless Iowa school districts extend themselves and take full advantage of this opportunity to improve educational effectiveness in this state, this unique opportunity may well be lost.

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APPENDIX A
INITIAL PHASE III PLAN ANALYSIS MATRIX

PHASE III PLAN ANALYSIS

Purpose

Activities	Rewarding Performance	Attracting / Retaining Teachers	Job Enlargement	Professional Growth	Improve Teaching and Learning	Curriculum Development	Expanded Learning Opportunities	Social Concept Development	Improving Schools as Organizations	
Research/Study Performance Pay										
Implement Performance Pay										
PEP Based on Individual Goals										
Develop Performance Evaluation										
Career Ladder										
Special Training for Teachers										
Conduct Staff Development										
Mentoring New Teachers										
Tutor Students										
Teacher Summer School										
Conduct Parent Programs										
Counseling Programs										
Teacher Generated Programs										
Adult Level Educational Programs										
Extended Workday										
Additional Teaching Duties										
Peer Review										
T.E.S.A.										
Hunter Model										
SIM (Iowa State)										
McREL										
Attend Conferences/Meetings										
College Credit for Certification										
College Credit for Content										
Teacher Developed Activities										
Clinical Supervision Training										

PHASE III PLAN ANALYSIS
Page 2

Purpose

Activities	Rewarding Performance	Attracting / Retaining Teachers	Job Enlargement	Professional Growth	Improve Teaching and Learning	Curriculum Development	Expanded Learning Opportunities	Social Concept Development	Improving Schools as Organizations	
Develop Instructional Materials										
Alternative Curriculum Delivery										
Develop Student Ach. Goals										
Develop Curriculums										
Inter Disciplinary Activities										
Gifted Programs										
Remedial Programs										
Homework Hot Line										
Student Assessment Activities										
Use of Cable/Interactive TV										
Programs for At Risk Students										
Pre-Kindergarten Screening										
*Identify Building Level Goals										
Business/Community Liaison										

APPENDIX B

REVISED PHASE III PLAN ANALYSIS MATRIX

PHASE III PLAN ANALYSIS

Purpose

Activities	Rewarding Performance	Attracting / Retaining Teachers	Job Enlargement	Professional Growth	Improve Teaching and Learning	Curriculum Development	Expanded Learning Opportunities	Social Concept Development	Improving Schools as Organizations
PEP ACTIVITIES									
Research/Study Performance Pay									
Study & Implement PEP									
Develop/ Test PEP									
Implement Performance Pay									
PEP Based on Individual Goals									
Develop Performance Evaluation									
TEACHER CENTERED ACTIVITIES									
Unspecified Staff Training									
Teacher Developed Activities									
Make Take Workshop									
Concern Based Adoption Training									
Gender Expectation Ach Training									
Computer Training									
Writing Skills Training									
Reading Skills Training									
Thinking Skills Training									
Science Skills Training									
Math Skills Training									
Study Skills Training									
TV Viewing Skills Inservice									
Test Design Training									
Training in Counseling									
Substance Abuse Training									
Assertive Discipline Training									
TESA									

PHASE III PLAN ANALYSIS
Page 2

Purpose

Activities	Rewarding Performance	Attracting / Retaining Teachers	Job Enlargement	Professional Growth	Improve Teaching and Learning	Curriculum Development	Expanded Learning Opportunities	Social Concept Development	Improving Schools as Organizations
Hunter Training									
SIM Training									
Reality Therapy/Control Theory									
Teachers Teaching Teachers									
College Credit for Certification									
College Credit for Content									
Observe Other Teachers/Programs									
Teacher Assistance Teams									
Quest Training									
Mentor Teachers									
Develop Faculty Trainers									
Clinical Supervision Training									
Effective Schools/Teach Training									
School Improvement Teams									
Establish Lab School									
Time Stress Management Training									
Student/Teacher Motivat Training									
Under Achiever Training									
Student Self Esteem Training									
Tennessee Training									
At Risk Training									
Gesell Training									
Technology Use Inservice									
Write Job Descriptions									
Develop Staff Development Progam									
Advisor/ Advisee Training									

PHASE III PLAN ANALYSIS
Page 3

Purpose

Activities	Rewarding Performance	Attracting / Retaining Teachers	Job Enlargement	Professional Growth	Improve Teaching and Learning	Curriculum Development	Expanded Learning Opportunities	Social Concept Development	Improving Schools as Organizations
Class Manage/Teach Skills Train									
Psychology of Learning Workshop									
Coordinate P R Program									
CURRICULUM ACTIVITIES									
Curriculum Development Training									
Teacher Developed Activities									
Curriculum Development Activities									
Articulate Curriculums									
Revise/Update Curriculum									
Review/Adopt instructional Mat.									
Evaluate Student Ach /Test Analysis									
Develop Student Achieve Goals									
Implement/Train Curr. Leaders									
Establish Subject Area Committees									
Review Computer Software									
Review/Select Textbooks									
Develop Instructional Materials									
Plan Instructional Activities									
Develop Alternative Curr. Delivery									
Develop New Course Offerings									
Project Measure									
STUDENT CENTERED ACTIVITIES									
Summer School Programs									
Tutor Students									
Before After School Programs									
Counseling Programs									

PHASE III PLAN ANALYSIS
Page 4

Purpose

Activities	Revealing Performance	Attracting / Retaining Teachers	Job Enlargement	Professional Growth	Improve Teaching and Learning	Curriculum Development	Expanded Learning Opportunities	Social Concept Development	Improving Schools as Organizations
Teacher Developed Activities									
Gifted Programs									
Remedial Programs									
At Risk Programs									
Develop Intervention Programs									
Establish Writing Center									
Instructional Travel									
Parenting Class									
Kindergarten Orientation									
JH/HS Orientation									
Outcome Based Education									
Enrichment Programs									
Club Activities									
Establish Student Publications									
Develop Readers Lab									
Career Education Programs									

APPENDIX C
FREQUENCY OF IDENTIFIED PHASE III ACTIVITIES

FREQUENCY OF IDENTIFIED PHASE III ACTIVITIES

Purpose

Activities	Rewarding Performance	Attracting / Retaining Teachers	Job Enlargement	Professional Growth	Improve Teaching and Learning	Curriculum Development	Expanded Learning Opportunities	Social Concept Development	Improving Schools as Organizations	Total
PEP ACTIVITIES										
Research/Study Performance Pay	37	1								38
Study & Implement PEP	5									5
Develop/ Test PEP	1									1
Implement Performance Pay	1									1
PEP Based on Individual Goals	2									2
Develop Performance Evaluation	2									2
TEACHER CENTERED ACTIVITIES										
Unspecified Staff Training				1	13	2		1		17
Teacher Developed Activities	1		3	3	14				1	21
Make Take Workshop					1					1
Concern Based Adoption Training					1					1
Gender Expectation Ach. Training					1					1
Computer Training					8	1				9
Writing Skills Training					9		1			10
Reading Skills Training					1					1
Thinking Skills Training					4		1			5
Science Skills Training					1					1
Math Skills Training					5					5
Study Skills Training					1					1
TV Viewing Skills Inservice					1					1
Test Design Training					1					1
Training in Counseling					1					1
Substance Abuse Training									1	1
Assertive Discipline Training					2					2
TESA					5					5

FREQUENCY OF IDENTIFIED PHASE III ACTIVITIES
Page 2

Activities	Reverting Performance	Attracting / Retaining Teachers	Job Enlargement	Professional Growth	Improve Teaching and Learning	Curriculum Development	Expanded Learning Opportunities	Social Concept Development	Improving Schools as Organizations	Total
				Purpose						
Humor Training				1	5					6
SIM Training										
Reality Therapy/Control Theory									1	1
Teachers Teaching Teachers			1	1	2			1		5
College Credit for Certification										
College Credit for Content					1					1
Observe Other Teachers/Programs					2	1	1			4
Teacher Assistance Teams			1							1
Quest Training					1			1		2
Mentor Teachers			1	1	7					9
Develop Faculty Trainers				1						1
Clinical Supervision Training					1					1
Effective Schools/Teach Training				1	4					5
School Improvement Teams						1			1	2
Establish Lab School					1					1
Time Stress Management Training					1					1
Student/Teacher Motivat Training					1					1
Under Achiever Training					1					1
Student Self Esteem Training					1					1
Treatment Training					1					1
At Risk Training					2					2
Gesell Training					1					1
Technology Use Inservice					1					1
Write Job Descriptions		1								1
Develop Staff Development Program		1								1
Advisor/ Advisee Training					1					1

FREQUENCY OF IDENTIFIED PHASE III ACTIVITIES
Page 3

Purpose

Activities	Rewarding Performance	Attracting / Retaining Teachers	Job Enlargement	Professional Growth	Improve Teaching and Learning	Curriculum Development	Expanded Learning Opportunities	Social Concept Development	Improving Schools as Organizations	Total
Class Manage/Teach Skills Train					1					1
Psychology of Learning Workshop					1					1
Coordinate P.R. Program			1			1				2
CURRICULUM ACTIVITIES:										
Curriculum Development Training				1	2	2				5
Teacher Developed Activities					1	11				12
Curriculum Development Activities			3		1	20		1		25
Articulate Curriculums						6			1	7
Revise/Update Curriculum			1		1	8				10
Review/Adopt instructional Mat.					1					1
Evaluate Student Ach /Tec. Analysis					1	1				2
Develop Student Achieve Goals						1				1
Implement/Train Curr. Leaders				1	2	1				4
Establish Subject Area Committees						1				1
Review Computer Software					2					2
Review/Select Textbooks						2				2
Develop Instructional Materials						2	1			3
Plan Instructional Activities					1					1
Develop Alternative Curr Delivery						1				1
Develop New Course Offerings						4	2			6
Project Measure					1					1
STUDENT CENTERED ACTIVITIES:										
Summer School Programs			1		3		15	2		21
Tutor Students					1		9			10
Before After School Programs					2		5			7
Counseling Programs			1				1	2		4

FREQUENCY OF IDENTIFIED PHASE III ACTIVITIES
Page 4

Activities	Rewarding Performance	Attracting / Retaining Teachers	Job Enlargement	Professional Growth	Improve Teaching and Learning	Curriculum Development	Expanded Learning Opportunities	Social Concept Development	Improving Schools as Organizations	Total
	Purpose									
Teacher Developed Activities					1		9			10
Gifted Programs							2			2
Remedial Programs					2		6			8
At Risk Programs					1			2		3
Develop Intervention Programs								1		1
Establish Writing Center					1					1
Instructional Travel			1				1			2
Parenting Class			1							1
Kindergarten Orientation			1							1
JH/HS Orientation			1							1
Outcome Based Education				1						1
Enrichment Programs					2		7			9
Club Activities							3			3
Establish Student Publications							1			1
Develop Readers Lab					1					1
Career Education Programs							1			1
Totals	49	3	17	11	132	66	66	11	5	360

APPENDIX D
PHASE III INITIATIVES IDENTIFIED AS TEACHER CENTERED

Table 8

Phase III Initiatives Identified as "Teacher Centered"

Teacher Centered Activities	Frequency
Teacher Developed Activities	21
Unspecified Staff Training	17
Writing Skills Training	10
Computer Training	9
Mentoring Teachers	9
Hunter Training	6
Thinking Skills Training	5
Math Skills Training	5
TESA Training	5
Teacher Teaching Teachers	5
Effective Schools/Teacher Training	5
Observing Other Teachers/Programs	4
Assertive Discipline Training	2
Lions Quest Training	2
School Improvement Teams	2
Student At Risk Training	2
Coordinating a P.R. Program	2
Make/Take Workshop	1
Concern Based Adoption Training	1
Gender Expectation Achievement Training	1

(Appendix Continues)

Teacher Centered Activities	Frequency
Reading Skills Training	1
Science Skills Training	1
Study Skills Training	1
TV Viewing Skills Inservice	1
Test Design Training	1
Training in Counseling	1
Reality Therapy/Control Theory Training	1
College Credit for Content	1
Teacher Assistance Teams	1
Developing Faculty Trainers	1
Clinical Supervision Training	1
Establishing a Lab School	1
Time Stree Management Training	1
Student/Teacher Motivation Training	1
Under Achiever Training	1
Student Self-Esteem Training	1
Transescent Training	1
Geselle Training	1
Technology Use Inservice	1
Writing Job Descriptions	1
Developing Staff Development Programs	1
Advisor Advisee Training	1

(Appendix Continues)

Teacher Centered Activities	Frequency
Class Management/Teacher Skills Training	1
Psychology of Learning Workshop	1
Substance Abuse Training	1

APPENDIX E
PHASE III INITIATIVES IDENTIFIED AS STUDENT CENTERED

Table 9

Phase III Initiatives Identified as "Student Centered"

Student Centered Activities	Frequency
Summer School Programs	21
Student Tutoring Programs	10
Teacher Developed Activities	10
Enrichment Programs	9
Remedial Programs	8
Before/After School Programs	7
Counseling Programs	4
At Risk Programs	3
Club Activities	3
Gifted Programs	2
Instructional Travel	2
Developing Intervention Programs	1
Establishing a Writing Center	1
Parenting Class	1
Kindergarten Orientation	1
JH/HS Orientation	1
Outcome Based Education	1
Establishing Student Publications	1
Developing a Readers Lab	1
Career Education Program	1

APPENDIX F
INITIATIVES IDENTIFIED FOR THE PURPOSE OF IMPROVING TEACHING AND LEARNING

Table 10

Initiatives Identified for the Purpose of "Improving Teaching and Learning"

Improve Teaching/Learning Activities	Frequency
Teacher-Developed Activities	14
Unspecified Staff Training	13
Writing Skills Training	9
Computer Training	8
Mentoring Teachers	7
Math Skills Training	5
TESA Training	5
Hunter Training	5
Thinking Skills Training	4
Effective Schools/Teacher Training	4
Summer School Programs	3
Assertive Discipline Training	2
Teachers Teaching Teachers	2
Observing Other Teachers/Programs	2
At Risk Training	2
Curriculum Development Training	2
Implementing Curriculum Leaders	2
Reviewing Computer Software	2
Before After School Programs	2

(Appendix Continues)

Improve Teaching/Learning Activities	Frequency
Remedial Programs	2
Enrichment Programs	2
Make/Take Workshop	1
Concern Based Adoption Training	1
Gender Expectation Achievement Training	1
Reading Skills Training	1
Science Skills Training	1
Study Skills Training	1
TV Viewing Skills Inservice	1
Test Design Training	1
Training in Counseling	1
College Credit for Content	1
Quest Training	1
Clinical Supervision Training	1
Establishing a Lab School	1
Time Stress Management Training	1
Student/Teacher Motivation Training	1
Under Achiever Training	1
Student Self-Esteem Training	1
Transescent Training	1
Geselle Training	1
Technology Use Inservice	1

(Appendix Continues)

Improve Teaching/Learning Activities	Frequency
Advisor/Advisee Training	1
Class Management Teacher Skills Training	1
Psychology of Learning Workshop	1
Teacher-Developed Curriculum Activities	1
Curriculum Development Activities	1
Revising and Updating Curriculum	1
Reviewing and Adopting Instructional Materials	1
Evaluating Student Achievement/Test Materials	1
Planning Instructional Activities	1
Project Measure	1
Tutoring Students	1
Teacher-Developed Student Activities	1
At Risk Programs	1
Establishing a Writing Center	1
Developing a Readers Lab	1